DOCUMENT RESUME

ED 456 221 CE 082 157

AUTHOR	Fitzgerald, Eithne; Ingolsby, Brid; Daly, Fiona
TITLE	Solving Long-Term Unemployment in Dublin: The Lessons from Policy Innovation. Policy Paper No. 2.
INSTITUTION	Dublin Employment Pact (Ireland).
PUB DATE	2000-04-00
NOTE	122p.; A team headed by Eithne Fitzgerald of the University College, Dublin's Department of Social Policy was commissioned to undertake this research by the Dublin Employment Pact. Supported by technical assistance from the European Union and the Department of An Taoiseach.
AVAILABLE FROM	For full text: http://www.dra.ie/dublinpact/pdf/Solving_LTU_Report.pdf.
PUB TYPE	Reports - Evaluative (142)
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	*Access to Education; Developed Nations; Disadvantaged; Economic Factors; Employment Opportunities; *Employment Programs; Employment Services; Equal Education; *Equal Opportunities (Jobs); Foreign Countries; *National Programs; Policy Analysis; Policy Formation; Program Evaluation; Social Environment; *Unemployment; Work Attitudes
IDENTIFIERS	*Ireland (Dublin)

ABSTRACT

This report identifies what policies can be effective in eliminating hard-core unemployment in Dublin and preventing its re-emergence in a new generation. An executive summary precedes the main body of the report. Chapter 1 describes the background of economic boom against which the persistence of long-term unemployment appears paradoxical; outlines various ways of counting unemployment; describes the nature of the problem of long-term unemployment and obstacles to its solution; and highlights concentrations of deprivation and disadvantage in particular areas for targeting. Chapter 2 analyzes barriers preventing long-term unemployed people from accessing work or training, including withdrawal from the labor force, poor education and skills, negative past experience, employer links, recruitment practices, interaction of welfare and work, addressing multiple needs, job induction and aftercare, transport and distance, and childcare and working hours. Chapter 3 is a qualitative assessment of principal national initiatives on unemployment, including Community Employment, Whole-Time Job Initiative, supported work option, tax and welfare schemes to encourage the move from welfare to work, FAS (Foras Aiseanna Saothair) training, return to education programs, and Employment Action Plan. Chapter 4, "Local Initiatives--Key Lessons from Best practice," covers area partnerships, common themes from local projects, and seven key success factors. Chapter 5 recommends action to solve long-term unemployment. Appendixes include: Selected Tables on Unemployment; Concentrations and Clusters of Deprivation; Partnership Activity in Dublin, 1998; Selected Case Studies of Local Innovation; and a Guide to Some of the Local Projects Tackling Unemployment. (Contains 134 references, 47 tables, and a key to abbreviations used.) (YLB) (YLB)

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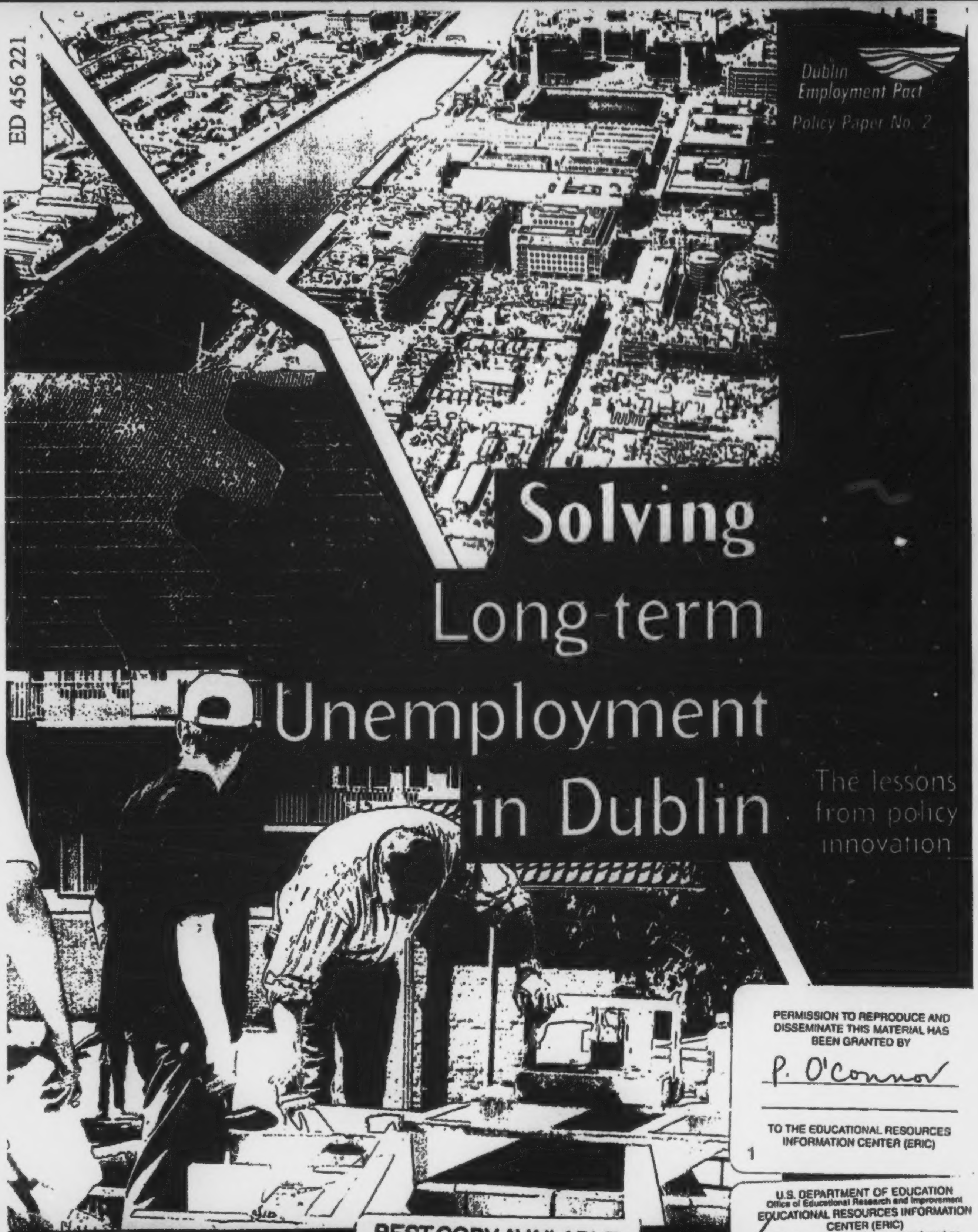

Solving Long-term Unemployment in Dublin

The lessons from policy innovation

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by Eithne Fitzgerald,

Brid Ingolsby and Fiona Daly

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SOLVING LONG-TERM UNEMPLOYMENT IN DUBLIN

THE LESSONS FROM POLICY INNOVATION

by

Eithne Fitzgerald

Bríd Ingolsby and Fiona Daly

Dept. of Social Policy and Social Work UCD and Allwrite

Dublin Employment Pact

Policy Paper No. 2

Dublin, April 2000

Dublin Employment Pact, 7 North Great George's Street, Dublin 1.
Tel: +353-1-8788900 Fax: +353-1-8788711 Email: coord@tep.ie Website: www.dra.ie/dublinpact

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Abbreviations used

ABA	Area-based Allowance
ADM	Area Development Management Ltd.
BoI	Bank of Ireland
BTWA	Back to Work Allowance
CE	Community Employment
CSO	Central Statistics Office
DALC	Dublin Adult Literacy Centre
DDDA	Dublin Docklands Development Authority
DED	District Electoral Division
DETE	Department of Enterprise, Trade and Employment
DICP	Dublin Inner City Partnership
DSCFA	Department of Social, Community and Family Affairs
EAP	Employment Action Plan
EARS	Employers' Advice and Recruitment Service
ESF	European Social Fund
ESRI	Economic and Social Research Institute
EU	European Union
FÁS	Foras Áiseanna Saothair
FIS	Family Income Supplement
FIT	Fast Track to Information Technology
GAMMA	Geographical and Multimedia Applications
HR	Human Resources
IBEC	Irish Business and Employers' Confederation
IDA	Industrial Development Authority
IFSC	International Financial Services Centre
ILO	International Labour Office
INOU	Irish National Organisation of the Unemployed
IR	Industrial Relations
IT	Information Technology
JI	Job Initiative
KWCD	Kimmage, Walkinstown, Crumlin, Drimnagh Partnership
LES	Local Employment Service
LR	Live Register
LTU	Long-term unemployed
NALA	National Adult Literacy Agency
NCI	National College of Ireland
NESF	National Economic and Social Forum
Nordubco	North Dublin Development Coalition
OECD	Organisation for Economic Co-operation and Development
OPFP	One-Parent Family Payment
OPLURD	Operational Programme for Local Urban and Rural Development
PACE	Prisoners' Aid through Community Effort
PES	Principal Economic Status
PESP	Programme for Economic and Social Progress
PPF	Programme for Prosperity and Fairness
P2000	Partnership 2000
QNHS	Quarterly National Household Survey
RJA	Revenue Job Assist
SWLO	Social Welfare Local Office
UCD	University College, Dublin
VEC	Vocational Education Committee
VTOS	Vocational Training Opportunities Scheme
WEB	Women Entering Business
WTJI	Whole-time Job Initiative

Acknowledgements

We wish to acknowledge with thanks the help so freely given with this study. Our thanks to:

Joe Treacy, CSO for running special tabulations of the Quarterly National Household Survey.

Tom Duffy, Department of Social, Community and Family Affairs for running special tabulations of the Live Register statistics in Dublin by duration and postal district, and extracting figures on lone parents in Dublin.

Brian O'Hara from FÁS for extracting statistics on Community Employment and Job Initiative in Dublin.

Margaret Malone, Department of Enterprise, Trade and Employment for detailed statistics on the Local Employment Service.

David Brennan, ADM for statistical and financial information for the Dublin partnerships.

Aidan Ingoldsby, for research assistance with the early phase of the study.

Anne O'Neill, for assistance with typing and layout.

Those who met us and those who gave us information on individual projects

Martin Lynch, John O'Gorman and Patricia Curtin of FÁS
Declan Martin and Paul O'Halloran of the Dublin Chamber of Commerce
Peter Coyne and Michael Comiskey, Dublin Docklands Development Authority
Daniel King and Anna Dangerfield, National College of Ireland
George Ryan, FIT Ltd.
Angela McEvoy, Focus Ireland
Deiric O Broin, Nordubco
David Connolly, Emer Coveney and Peter Nolan of Dublin Inner City Partnership
Maria Tyrrell, Robert Finan, Anne Flannery and Pat Murphy, Larkin Centre for the Unemployed
Niall Behan, the Employment Network, NE Inner City
Irene Beare, John Murphy, Carol Barr and Bríd Walsh of Northside Partnership
Dermot Lynch, Speedpak
Michael Cowman and Michael Creedon, Ballymun Partnership
Gordon Muego, Ballymun
Michael Bowe and Michael O'Riordan, Finglas/Cabra Partnership
Anne Fitzgerald, Departures project, Finglas
Derek Hanway, Blanchardstown Partnership
Vera Hickey, Core Skills, Blanchardstown
Marie Price-Bolger and Mary Tighe, Blanchardstown LES
Evelyn Lane and Sheila Nordon, Canal Communities
Rory Keane, Ingrid McElroy and Elizabeth O'Brien Ballyfermot
Michelle Kearns, Nowtec, Ballyfermot
Aileen O'Donoghue and Monica Fields of Clondalkin Partnership
Caitríona Callanan, Job Advocate programme, Stewart's Hospital
Anna Lee, Tallaght Partnership, and Jackie Johnson, Tallaght LES
Antonia Corrigan WEB, Tallaght
Fiona Blaney, Target, Tallaght
Neil Newman, Southside Partnership and Fiona Burke, Southside LES
Jenny Storey, Michael Owens, Helen and Kay, Choices, Shankill
Southside CE Supervisors Network
Beryl Harper, KWCD LES
Gerry Morgan, Crumlin College Open Learning Centre

and all the participants on projects we visited.

Preface

THE DUBLIN EMPLOYMENT PACT has been concerned to develop solutions to long-term unemployment in Dublin. The broad participation in the Pact of key actors across all the relevant sectors has proved a very efficient method of building consensus on ways forward and developing strategies based on best practice locally to be implemented on a Dublin-wide basis.

In analysing the persistent problem of long-term unemployment in Dublin, the Pact has adopted the very matter-of-fact approach that given the right interventions, it can be solved. The Pact has also been keenly aware that a rigorous analysis of the real impact of national and local policies and the learning to be gained from the many innovative projects developed locally provide the basis for this solution.

This pragmatic approach informed the Pact's Focus Group on Long-term Unemployment in developing terms of reference for a study which would a) establish for the first time the true extent of effective long-term unemployment in Dublin; b) examine the impact of existing national and local policies in tackling the issues involved; c) study best practice emerging from current innovative local pilot programmes across Dublin and d) produce clear recommendations for mainstreaming effective practice.

With this prescriptive brief, a team headed by Eithne Fitzgerald of the Department of Social Policy in UCD, working closely with the cross-sectoral expertise available through the Pact, was commissioned to undertake the research. A truly remarkable study has been produced, with major consequences for current policies and local practice.

Much recent comment on unemployment has centred on a rather sterile debate regarding the differences between the Live Register figures and those computed by the CSO on the basis of ILO criteria. In fact - as this study shows - while the ILO criteria provide an effective measure of normal structural unemployment within the labour market, they form a totally inadequate basis for quantifying the extent of real long-term unemployment i.e. those excluded to various degrees by distance from the labour market. The quantifying of this problem in Dublin (at 37,000 people - three times the CSO figure for 'long-term unemployment'!) and its precise delineation is the first major achievement of the study.

Another key component of the Report is its in-depth analysis of the impact of national and local policies on long-term unemployment. A further major strength of the study is the comprehensive examination of local pilots and the highlighting of effective approaches which must be mainstreamed. It is clear from the Report that the key element in forming an effective 'bridge' to those currently most distant from the labour market (the 'long-term unemployed') are the innovative outreach strategies of the Local Employment Service. The development of these services along the lines recommended will be decisive in tackling the core issues. Promoting the implementation of the twenty-one recommendations of the Report will be a key concern of the Pact over the coming period.

On behalf of the Dublin Employment Pact, we would like to express our gratitude to the team headed by Eithne Fitzgerald for producing this highly significant work.

Anna Lee

Anna Lee

Long-term Unemployment Focus Group

Dublin Employment Pact

Philip O'Connor

Director

Dublin Employment Pact

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EXECUTIVE SUMMARY

Long-term unemployment in a time of labour shortage

Unemployment in Dublin accounts for about a quarter of all unemployment in the State. Unemployment takes a major toll on individuals, their families and communities.

In spite of Ireland's spectacular economic performance of recent years, there are people who are being missed by the economic boom, who remain out of work in spite of the paradox of labour shortages. The people most likely to be missed by the rising tide are the long-term unemployed who have become gradually more distant from the labour market. While 8,500 of Dublin's long-term unemployed still see themselves as in the job market, a further 14,000 have given up any hope of getting a job. Lone parents, early school-leavers and many of those in precarious employment, are also at high risk of long-term unemployment.

Our report seeks to identify what policies can be effective in eliminating hard-core unemployment, and preventing its re-emergence in a new generation.

Our examination covered mainstream policies and innovative programmes put in place under the auspices of Area Partnerships and other groups. Our concern is to ensure that not only are effective policies and programmes put in place, but that they are conducted on a sufficient scale to address Dublin's unemployment problem.

Approach taken

This study combined desk research, questionnaires, site visits, telephone queries and statistical analysis.

The study team issued a questionnaire to the eleven Area Partnerships and a number of individual unemployment projects. This was followed by meetings with Area Partnerships and the Local Employment Service (LES) in each area, and visits to individual projects. We also met FÁS (Foras Áiseanna Saothair), the Dublin Chamber of Commerce and Dublin Docklands Development Authority (DDDA), and we interviewed a number of individual employers. These site visits were complemented by analysis of reports and written evaluations of individual initiatives.

We contacted Area Development Management Ltd. (ADM) for information on their expenditure in the Dublin Area Partnerships, and the numbers of individuals and groups to benefit.

In examining the responses to unemployment being implemented at local level, we tried to identify which projects were found to be most effective, to isolate unique features and key success factors in successful initiatives, and identify obstacles to success. We made efforts to identify unit costs and outcomes, where this was feasible. Because of the cross-subsidisation of individual programmes within organisations, it was difficult to identify unit costs.

We also looked at national initiatives in relation to unemployment, and at the operation of the Local Employment Service.

Both the Central Statistics Office (CSO) and the Department of Social, Community and Family Affairs (DSCFA) ran special tabulations for us on their data. The

Department of Enterprise, Trade and Employment (DETE) supplied detailed statistical records for the Local Employment Service. We also examined detailed statistics for individual District Electoral Divisions (DEDs) within Partnerships, as compiled by GAMMA Ltd. (Geographical and Multimedia Applications) from the 1996 Small Area Census data.

THE KEY QUESTIONS

Although the numbers out of work in Dublin have fallen rapidly in the last three years, Dublin continues to have a problem of unemployment at a time of apparent labour shortages.

- What is the scale of the long-term unemployment problem?
- What is the nature of the long-term unemployment problem?
- What are the obstacles to addressing it effectively?
- What can we learn from good practice in the Dublin area?
- What strategies could eradicate the problem?

THE SCALE OF THE PROBLEM IN DUBLIN

Officially, long-term unemployment in Dublin now stands at **8,500** - the number out of work for over a year who are currently in the active job market.

There is a significantly wider group of hidden unemployed - **14,000** people who describe themselves as primarily unemployed, but who are not currently active on the job market. Research suggests these are typically older, long-term unemployed men, with poor levels of education, either living with other unemployed adults or living alone. The social and financial costs of unemployment to families and communities are very real, whether unemployed people are actively looking for work or have given up on the idea of getting a job.[1] Those who are actively looking for work are far more likely to benefit from the current jobs boom, but those who are so distant from the labour market, that they have given up looking, may require much more intensive help.

Totalling these two groups gives a long-term unemployment count of **22,500**. This compares with **24,000** people in Dublin signing on the Live Register for over a year. Of these, **12,000** have been signing on for over three years, and **7,500** for over five years.

Lone parents and spouses who don't qualify for unemployment assistance may wish to work but are not officially counted as unemployed. When these are added in, the potential target group widens to **28,000**.

In addition, there are groups who may not be currently unemployed but are at high risk of unemployment - early school-leavers, those people on work experience programmes with poor job prospects when they leave, and a proportion of those out of work over six months already, who may drift into long-term unemployment. Including this "at risk" group brings the potential total close to **40,000**.

Table E.1:
Estimates of target group for action – long-term unemployment in Dublin

	Total
Long-term unemployed,[2] in active job market	8,500
Unemployed, not actively in job market[3]	14,000
Lone parents, in the labour market	5,000
At risk of long-term unemployment:	
Early school-leavers	4,000
S/term unemployed at risk of long-term unemployment	1,500
People on job schemes, poor prospects	4,000
TOTAL	**37,000**

See Chapter 1 for detailed derivation of these estimates

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[1] See Murphy, A and Walsh, B, Appendix to the NESF (National Economic and Social Forum) report Unemployment Statistics (1996), where they find that those who have withdrawn from the job market share the characteristics of the long-term unemployed.

[2] Source: Quarterly National Household Survey, June-August 1999.

[3] People who give their Principal Economic Status as unemployed, but are described as "marginally attached" or "others" on the ILO (International Labour Office) definition of unemployment, based on those actively seeking work; Quarterly National Household Survey, June-Aug. 1999.

A key recommendation is that action on long-term unemployment in Dublin must not rely on small-scale interventions, but be commensurate with the scale of the problem.

NATURE OF THE PROBLEM

Employers complain of a shortage of workers. So why is there persistent long-term unemployment? Why is the demand for labour not eliminating the over-supply? Why are the long-term unemployed not getting jobs?

Long-term unemployment is qualitatively different from short-term unemployment. People become progressively distanced from the labour market the longer they are out of work. Being out of work for a long period lowers self-esteem and self-confidence. Those left behind in the recession years, and those who remain out of work in the boom years, are predominantly those with least skills and poorest levels of education. A disproportionate number have multiple disadvantages, such as literacy difficulties, illness, or problems coping with stress. As a way of coping with the job famine of the 1980s, many of the long-term unemployed have withdrawn from the labour market and given up hope of getting a job. In Dublin, in the boom year of 1999, 14,000 people who described themselves as unemployed were no longer looking for or expecting work.

Many people whose labour has been unwanted for years cannot simply slot into jobs when the economy suddenly wants them. To re-engage this group, which is profoundly detached from the labour market, it takes a step-by-step approach to build up their skills and confidence and to bring them, in stages, into the world of mainstream employment.

Some of the obstacles to matching up unemployed people with available jobs are outlined below.

THE OBSTACLES

- **What is stopping the long-term unemployed from getting work?**
- **Why isn't business employing Dublin's long-term unemployed?**
- **How can the Local Employment Service, whose task is to provide a bridge to employment, become more effective in its role?**

1. What is stopping the long-term unemployed from getting work?

Multiple stages of distance from the labour market

As unemployment has fallen sharply in the past couple of years, those who were relatively easy to place have found work. Many of those left behind by the rising job tide tend to experience multiple disadvantages in accessing a job – early school leaving, poor education, low self-esteem, literacy problems, sometimes a history of crime or substance abuse, or simply their address.

Financial calculations

With complicated welfare to work programmes, unemployed people may assume they will be little better off financially if they take a job, if they find it hard to factor in various schemes like the Back to Work Allowance. In the unskilled work which is most readily on offer to unemployed people, gross pay usually compares unfavourably with the existing welfare payments for someone with a family, unless extra in-work benefits are also taken into account. There is often an understandable reluctance to trade in the security of social welfare for the uncertainty of a job.

Conflict with family commitments

Hours of training, hours of work, and childcare are major barriers to women returning to the workforce.

Time management

People who have spent years out of work find it difficult to return to the discipline of steady working hours. The stretching of tasks to fill time is one of the main coping skills developed by the long-term unemployed - this skill has to be unlearned.

Attraction of dead-end jobs

Young early school-leavers can get short-term work now e.g. pushing shopping trolleys, but are at high risk of dropping out, and are rarely on any career path.

2. Why isn't business employing Dublin's long-term unemployed?

Poor links with Local Employment Service (LES)

In some areas, links between business and the LES are excellent. In other areas, they are weak, or are still only being forged. Employers tend to recruit when they need staff, rather than plan a training programme with the LES for staff they anticipate they will need at a later date.

Inflexible requirements

Employers tend to set qualifications for a job based on tradition or what others are doing rather than the actual skills needed - this cuts out poorer educated candidates.

Unfamiliarity with social welfare system and employment schemes

Few employers know how wages and social welfare interact - vital information for a potential employee. Many employers don't value time spent on Community Employment or Job Initiative schemes. As a result, they literally don't know where the long-term unemployed are coming from.

3. How can the Local Employment Service, whose task is to provide a bridge to employment, become more effective in its role?

Structured links with other agencies

The original notion of the LES was that it would buy in services from FÁS and other agencies, with its own budget. In practice, access by the LES to resources of other public agencies tends to be critically dependent on special favour deals and personal relationships between individuals, instead of a long-term policy arrangement between organisations, which could survive personnel changes.

Targeted outreach

The outreach strategies used by the LES to attract clients vary in their effectiveness. **4,400** clients were on the books of the LES in 1999, about **2,200** of these in the long-term unemployed category. This is a fraction of the potential target population. Using the most optimistic figure of **8,500** long-term unemployed in Dublin, (see Table E.1 above, first figure) it means that a quarter of this number were reached by the LES in 1999. Using the more realistic measures of unemployment listed in Table E.1, those reached amount to between 10% and 20% of the target group. The hardest to reach unemployed may not be picked up as a result. Older men are under-represented in most cases.

Resourcing commensurate with scale of problem

The LES must be provided with enough money to attack the problem of long-term unemployment on the scale we have identified - i.e. close to **40,000** people in Dublin who are long-term unemployed already or at risk.

WHAT CAN WE LEARN FROM GOOD PRACTICE?

In the course of the research we identified the following elements of good practice which contribute to success.

Core skills programmes

- Addressing literacy, numeracy, computers and personal development in a functional way – answering the question of "what do I need to do specific tasks?"

- Building up the skills and confidence of the unemployed in a way they find acceptable and non-threatening.

Training geared to identified vacancies

The essence of the Tramlines programme, the genesis for FIT (Fast Track to Information Technology), was to identify the future needs of business for workers, and put in place a targeted training programme with a job at the other end. This model is not just one for the IT sector - it can be and is being used for forklift driving, for the alarm business, etc. Too many of the long-term unemployed have had poor experience of doing FÁS courses where there was nothing at the other end, and are therefore wary of training.

Mediation contracts

A signed contract between each client and the LES mediator - forming a bond of honour for both sides to continue what they have undertaken to do.

Family-friendly and flexible training for lone parents

The 8.30 a.m. start for FÁS courses puts them out of reach of many parents as it clashes with their children's schedule. Flexible, part-time training, and crèche provision, succeed in reaching people with childcare responsibilities.

Outreach

- Door-to-door leafleting, with call-back at a pre-arranged time. Use of client contacts with the social welfare system to offer positive paths off the dole.
- Work with other members of the same family – building a web of links.
- Reach out to people ***in their own communities.*** Use local outreach workers with local credibility. Target snooker halls, pubs etc — places where unemployed people meet.

Package of integrated support

Effective liaison with other agencies to deliver an integrated answer to multiple problems being experienced by the family or individual.

Belief in the individual's prospects for success

A culture that believes that people can move on and have careers - raising expectations and horizons.

Follow-up and support

- Structured follow-up of non-attenders on courses. Back-up counselling resources available to help if other difficulties precipitate non-attendance.
- Aftercare support once people are placed in a job, to help with problems with the "hidden culture" of the organisation, etc.

Human resource forums

- Bring together local employers in a network to identify issues they face in terms of recruitment.
- Encourage employers to look for task-based capabilities instead of relying on formal qualifications.

Work placement in a real setting

Work experience in an open market job (e.g. Northside's JobRotation scheme) or an open market environment combined with core skills training (e.g. Speedpak) can offer a valuable introduction to the open job market from the security of a sheltered programme, and help participants to develop time management and timekeeping skills.

Welfare rights information

Provide reliable information, to employers as well as potential workers, on the financial implications of different job offers, tailored to each individual's circumstances.

Placement for vulnerable groups such as ex-prisoners

Specific work to identify and support employers who would be willing to give a chance to particularly vulnerable groups such as ex-prisoners or recovering drug addicts. Identify and address potential problems for employers.

Key personnel on LES/Partnership boards

Hands-on senior personnel from local business and local statutory agencies on Partnership and LES Boards - people who can deliver on change in their parent organisation.

Target existing CE workers

Specific training and preparation for open employment, offered in the participant's own time. For example, participants spend the morning working on CE and the afternoon on a telesales or other course. Target CE workers coming up to the end of their time on the scheme.

"Opt-in" projects for children at risk of early leaving

Summer youth programmes, combined with follow-up support on return to school. Build a network of local schools to work together on common local issues. Target extra resources to schools where the problem of absenteeism is worst

Area plans and targets

All agencies should come together to draw up integrated area plans, and set targets for achievement.

Consultation and review

Consult with local people on the design of programmes. Consult those who have dropped out. Talk to non-attenders, - identify and address their reasons for non-attendance.

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RECOMMENDATIONS —

Strategies to eradecate long-term unemployment in Dublin

1 CORE RECOMMENDATION – EXPAND THE SCALE OF THE LES

Our core recommendation is that programmes to address long-term unemployment must operate on a sufficient scale to reach **everyone** who is long-term unemployed or at high risk of unemployment. The Local Employment Service should be the main bridge between the world of unemployment and the world of work.

This means that sufficient resources must be allocated to the Local Employment Service to enable this to happen. An additional **£8m. a year**, (approx.), would be needed to fund a five-fold increase in activity.

2 MAKE COMPREHENSIVE CONTACT

Systematic outreach to all of the LES target groups. Use the DSCFA (Department of Social, Community and Family Affairs) database to contact potential clients with a positive message on what the LES has to offer, complemented by successful community outreach strategies which don't rely on the written word, e.g.

- Door-to-door contact.
- Target known local unemployment blackspots.
- Network with family members of clients.
- Place information stands in Social Welfare Local Offices.
- Use places where the community meets – pubs, clubs, shops.
- Create networks of contact points out in the community.
- Phone or call to people who express an initial interest.
- Run special programmes for older men.
- Seek referrals from relevant groups – men's groups, youth projects etc.
- Link in with the Home/School Liaison Service, and offer a service to parents.
- Good advertising and signposting.

3 MARKET THE LOCAL EMPLOYMENT SERVICE

There is little national marketing of the LES concept and *Obair* brand name. The JobShop title used by the KWCD Partnership (Kimmage, Walkinstown, Crumlin, Drimnagh), for example, sends a much clearer message to those who do not know of the service. There needs to be national and Dublin-wide marketing of the LES concept, with a simple message and good signage - identifying it clearly as a jobs service to the unemployed. Ensure that premises are visible, well signposted, and that the nature of the service is clearly signalled on the outside.

3 MARKET THE LOCAL EMPLOYMENT SERVICE

Provide integrated and intensive support for individuals and families who are profoundly excluded, and those at high risk. Unemployment initiatives should address individual circumstances which may prevent a person taking up a job, and not just focus on the lack of a job. The LES should be resourced to access appropriate services for special needs, such as:

- Literacy
- Counselling
- Drug or alcohol programmes.

These services should be available to clients in mediation, on CE schemes, in FÁS mainstream training or on other programmes.

- Build structured working links with services catering for special needs, such as the National Adult Literacy Agency (NALA) and Drugs Task Forces.

5 INTEGRATED TARGETING OF AREAS OF CONCENTRATED DEPRIVATION

Follow the Integrated Service Plan approach. Ensure that statutory agencies develop and implement plans to improve living conditions, community morale and community life, and work together to achieve agreed outcomes. Encourage an area focus on area outcomes by regional and national bodies. This should include:

- Early identification of families and children at risk.
- Intensive support for such children to encourage them to complete their education.

6 A COMPREHENSIVE, ACCURATE INFORMATION SERVICE TO THE UNEMPLOYED

Make it simple for unemployed people and employers to work out what a job offer is worth and what in-work benefits are available. Ensure that people know what they might gain in place of existing social welfare income.

- Develop a computer program which will work out the combined package of in-work benefits/net pay/secondary benefits for any given set of circumstances (e.g. lone parent, two children, job offer of £5 an hour; couple, three children, job offer of £250 a week).
- Make this program widely available to advice services, welfare rights workers, LES and FÁS staff, employer networks and open-access computers – in community-based locations like information centres and public libraries.

7 BUILD UP CORE SKILLS

Integrate a core skills approach with all training, to develop personal and other basic skills in tandem with vocational skills needed in the workplace. Core skills include:

- Communication.
- Working with other people.
- Time management.
- Dealing with stress.
- Functional literacy.
- Functional numeracy.

8 TRAINING WITH A PURPOSE

Identify future skills needs with employers, and design training programmes which lead clearly to jobs.

- Publicise training as a means to an identified job with an identified employer.
- Identify jobs of interest to older men, with relatively short training requirements (e.g. forklift).

- Prepare for Local Labour Clauses in major redevelopments – e.g. Ballymun, Docklands – by relevant pre-training and training in preparation for jobs.
- All training should be certified.

9 FLEXIBLE AND FAMILY-FRIENDLY TRAINING

- Make FÁS training available at family-friendly hours.
- Provide crèche facilities with training.
- Ensure that transport to training centres is available.
- Provide courses where training needs have been identified.
- Provide pre-training courses to prepare people for mainstream training.
- Back up supports should be available in mainstream training for high-needs trainees.
- Provide training/education on a part-time basis to upskill early school-leavers who have moved into dead-end jobs.

10 ADDRESS SHORTAGE OF TRAINING PLACES IN WEST DUBLIN

Difficulties have been experienced in accessing training in West Dublin, particularly in the hinterland of FÁS's Cabra centre, which acts as a national centre for many courses.

- Provide training centres for Blanchardstown and Clondalkin.

11 FINANCIAL INCENTIVES FOR TRAINING

- End the practice of payment in arrears at the start of training, so that participants do not lose a week's income.
- Update transport and meal allowances.
- Provide financial assistance towards the cost of childcare.
- Bonuses for good attendance and completion of courses should be considered.

12 MORE FOCUSED WORK EXPERIENCE PROGRAMMES

- Separate the goal of funding for social projects from the goal of a progression path into open employment. Run separate programmes for each of these goals.
- Work experience programmes should build systematic links to the open job market.
- When describing what they want in a worker, employers emphasise reliability, timekeeping and good work habits. Work experience programmes should progressively add to competence in these areas.
- The aim should be to provide real work experience in a real-life work situation, as far as possible.
- 50/50 work experience and training programmes on a full-day basis should be further developed.
- The LES guidance service should actively engage with participants on work experience programmes, and work with them to monitor progress and the achievement of personal targets.
- Arrange work experience modules in the commercial sector.
- Encourage job-ready participants to access real jobs in the open labour market.
- Identify the needs of less job-ready participants and devise a plan of progression, including soft skills training, to enhance their future employment prospects.

13 SEPARATE SOCIAL ECONOMY/ SOCIAL SERVICE FROM CE/WTJI AS A PROGRESSION MEASURE

- Where key social services are being delivered on the basis of Community Employment or Whole-time Job Initiative, designate these as long-term social economy jobs, based on the priority of the service provided.

- Priority for jobs in social projects should be given to unemployed people in the communities they serve.
- The Department of Education and Science, which is now putting the jobs of classroom assistants, school caretakers etc. on a regular footing, should give priority to CE staff who are already doing these jobs.

14 A SUPPORTED EMPLOYMENT PROGRAMME

- Provide supported employment as a longer-term job for those LES clients with special needs who are unlikely to obtain or keep steady employment in the open job market.

15 MAINTAINING PARTICIPATION

Encourage clients, particularly the very detached, to persevere on programmes:

- Sign a contract with each LES client, which both sides are expected to honour.
- Respect each participant's own pace of progression.
- Reward attendance and participation.
- Follow up non-participants and offer support.
- Identify and address the causes of programme drop-out.
- Evaluate programmes with participants, drop-outs and non-participants, to identify areas for improvement.

16 ADDRESS CHILDCARE ISSUES

- Childcare initiatives should have core staff, to give continuity of care and of service, rather than being staffed mainly by people on work experience programmes.
- Offer flexible working hours to suit parents with childcare responsibilities.
- Explore the potential of term-time jobs and term-time training, to fit in with the school year.
- Explore job-sharing and care-sharing arrangements.

17 STRENGTHEN LES LINKS TO EMPLOYERS

Strengthen links with employers, especially those in the private sector.

- Set up Human Resource Forums, to bring personnel/HR managers of major firms together.
- Build employer-to-employer networks, to disseminate good practice and experience.
- Provide support and information programmes for employers who take on long-term unemployed staff, with ongoing support when workers are in place.
- Ensure that business is represented at the right level on Area Partnerships and LES – current senior managers, personnel managers, people involved in recruitment.
- Improve outreach to business, with Employer Liaison Officers contacting local employers, large and small.
- Ask employers what they want. Get them to identify the skills that they are short of. Encourage them to be open to mature or "different" employees.
- Partnerships/LES should inform potential local employers of the programmes and initiatives which are run in the Partnership area, and advise them as to how long it would take to have a ready supply of labour available. This is because the various initiatives differ, both in duration and in terms of the level of job-readiness of the target group. In order for their requirements to be matched, employers need to plan ahead and be able to forecast their labour needs.
- Develop a clear, accurate, up-to-date information pack for employers to enable them to work out the financial value to employees of what they are offering.

18 STRUCTURED, NOT AD HOC PARTNERSHIP

Relationships between Partnerships, LESs and the statutory authorities should provide for structured and agreed co-operation from head office level down to the ground. All too often, arrangements are made which are ad hoc, based on personal contacts, and have to be renegotiated in each and every change of circumstance.

19 PROMOTE SHARED LEARNING

There should be structured mechanisms for community groups to link in with others with shared interests, in order to share experience and perspectives.

20 FROM AD HOC TO PLANNED FUNDING

Many of the local projects depend on a patchwork of sources for funding such as FÁS, Partnership Grants, DSCFA, EU funds, grants from the Dublin Employment Pact and so on. The continuation of projects is often contingent on the ability to put together another funding package, rather than an assessment of whether or not the programme was worthwhile. When quality programmes are not renewed because of lack of funding, there is a risk that not only is the service lost to the local area, but the learning from the project is also lost.

- **Move from ad hoc funding to planned funding for projects which have proven their value and for which there is a continuing need.**

21 FROM PILOTS TO MAINSTREAM

We have been excellent in Ireland at devising pilot programmes, running small-scale projects that reach into communities, reach out to the most disadvantaged, and offer a genuine helping hand up the ladder into our booming economy.

However, we have been far less successful at translating the learning from those projects into what happens in mainstream practice by the big statutory organisations. Small-scale projects too often remain just that - small-scale. Some initiatives, e.g. Core Skills, are being piloted on behalf of FÁS with the intention of future incorporation into mainstream programmes.

Given the healthy state of the public finances, money should not prove an insuperable obstacle to taking small scale initiatives and implementing them on a bigger canvas. Scaling up successful initiatives would enable them to reach out to the totality of the long-term unemployed who can benefit, instead of the fraction being reached at present.

- **The scale of activity should match the scale of the need.**
- **There should be a systematic process to bring the learning from pilot projects into mainstream practice. The Dublin Employment Pact should endeavour to promote this for the Dublin area.**

SOLVING THE PROBLEM OF LONG-TERM UNEMPLOYMENT

WHILE the main thrust of the recommendations is to call for consolidation and expansion of the LES, they also call for concerted action by government, statutory and public agencies, as well as the private and voluntary sectors. Without repeating the recommendations, the role of each sector can be summarised as follows:

What more can be done by the public sector?

- Resource a comprehensive programme designed to bring those most detached from the labour market into the mainstream.
- Provide a clear strategic framework for the relationship between the Employment Action Plan and the LES.
- Change statutory practice at a policy level, not simply through local ad hoc arrangements which require constant renegotiation.
- Tailor the content, timing, location and format of training courses to suit the needs of participants.
- Revise the financial aspects of training so as to make it more attractive.
- Disentangle the multiple strands of existing work experience schemes, which at present try to fulfil too many policy objectives at once.
- Focus in an integrated way on making a combined local impact, through services working together, e.g. schools, local authorities, FÁS and Partnerships.

What more can be done by the private sector?

- Recognise that long-term unemployment is a social responsibility for all.
- Identify future skills needs, and work with training providers to ensure that people acquire these skills.
- Use the Local Employment Service as a resource to help in filling vacancies.
- Clarify the actual requirements for jobs being offered, and be realistic when specifying them.
- Widen the pool of potential employees by offering flexible working arrangements.
- Develop active training and recruitment programmes for local long-term unemployed people.
- Provide induction and support programmes for vulnerable new staff.
- Be open to offering work experience to unemployed people.
- Learn how the welfare system works, and factor this into job offers.
- Appoint relevant and senior personnel to Partnership and LES boards.

What more can be done by the voluntary sector?

- Share the learning from experience to date.
- Work with other agencies to develop an integrated approach.
- Build bridges to the private sector.
- Develop a progression ethos for people on work experience.

OUTLINE OF REPORT

The main body of the report synthesises our findings from the body of material studied. It sets out the nature and scale of the unemployment problem in Dublin, looks at barriers facing the long-term unemployed and how they might be bridged, examines national policies on unemployment, synthesises key learning points from the projects examined, and makes recommendations.

The Appendices include background statistics and list key features of a very wide range of local policy actions examined.

CHAPTER I

Setting the context — The scale, nature and concentration of unemployment in Dublin

INTRODUCTION

THIS chapter describes the background of economic boom, particularly in Dublin, against which the persistence of long-term unemployment appears paradoxical. It identifies a total of 14,000 long-term unemployed people in Dublin who are so distanced from the labour market that they no longer describe themselves as looking for work.

It outlines the various ways and means of counting unemployment, and using a combination of official figures, it concludes that the principal target group of policy on long-term unemployed comes to at least 27,500, with a further 9,500 people at high risk of becoming long-term unemployed.

It describes the nature of the problem of long-term unemployment, and some of the obstacles to its solution.

It highlights concentrations of deprivation and disadvantage in particular areas, which must be targeted in an integrated way in order to tackle the problems effectively.

BACKGROUND

Dublin as a whole experiences a lower unemployment rate than the national average - 4.5% as against 5.7% in the State as a whole[4]. As Ireland's largest city, and the capital, it has attracted a higher share of new jobs and has been at the heart of our economic boom. In Dublin alone, there are now 150,000 more at work than in 1993.

In this positive picture, it is important to remember also the reality that Dublin has some of the worst concentrations of unemployment, poverty and multiple disadvantage in the country. The 1996 Census small area data shows that 40% of the unemployment blackspots,[5] or 43 out of 110 identified by the CSO, were in Dublin. Profiles of particularly disadvantaged areas are contained in Appendix 3.

The improvements in the public finances and the shrinking scale of long-term unemployment now make it a feasible target to implement programmes which reach all of Dublin's long-term unemployed, and those at high risk of becoming so. Given the progress of the economy, the virtual eradication of long-term unemployment in the Dublin area should now be the goal. Two key elements need to be ensured:

- That mainstream national programmes are effective in addressing the obstacles to ending long-term unemployment in Dublin.
- That successful initiatives being developed or implemented on a small scale in communities around Dublin are taken to a scale sufficient to address need.

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[4] QNHS. Third quarter 1999.

[5] Defined by the CSO as a District Electoral Division with a labour force of over 200, and an unemployment rate of over 30%. See p. 18-19 Census 1996 – Principal Socioeconomic Results.

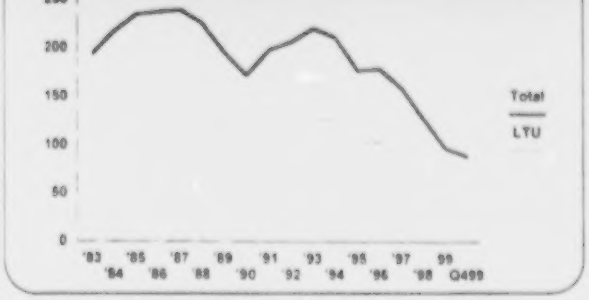
THE ECONOMIC CONTEXT

Economic growth and falling unemployment

Following the peak in unemployment reached in 1993, Ireland's economy began a remarkable growth performance. On the jobs market, it showed first with a dramatic rise in the numbers at work, and subsequently with a sharp fall in the numbers unemployed, however measured.

FIGURE 1.1

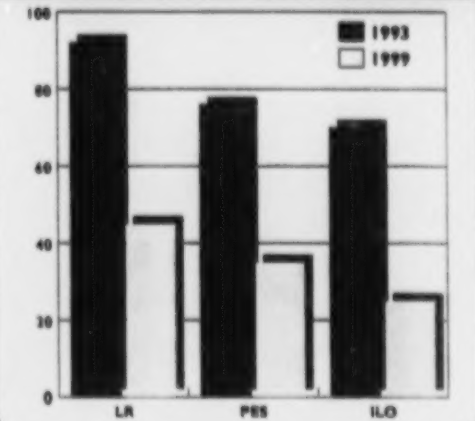
UNEMPLOYMENT AND LONG-TERM UNEMPLOYMENT STATE 1983-99



Dublin's economy has prospered more than the national average during the boom, and its unemployment has fallen faster than the national average. In the six years from mid-1993, the numbers out of work in Dublin fell by 47,000. In the State as a whole, jobs grew by about a third since 1993, but Dublin gained over 150,000 jobs, an increase of more than 40%. For every three new jobs, one went to reduce unemployment. In Dublin, ILO unemployment, the official measure, is down by virtually two-thirds since 1993, and the number signing on has been halved.

FIGURE 1.2

UNEMPLOYMENT IN DUBLIN 1993, 1999



Behind this picture of remarkable progress, there remains a group of unemployed people who are outside the mainstream job market, and who appear to be relatively untouched by the economic boom.

THE SCALE OF THE TASK

Counting the long-term unemployed

Official measures of unemployment

Three main measures of unemployment are in common use:

- International Labour Office (ILO) headline measure – recent active job search.
- Principal Economic Status (PES) – self-described status.
- Live Register (LR) – signing on for social welfare payment or credits.

Each measure gives a different count of unemployment, and of long-term un-

TABLE 1.1

UNEMPLOYMENT IN DUBLIN 1993-1999

	ILO Basis	PES	LR (April)	LR (Nov)
1993	70,000	77,000	96,000	92,000
1999	25,000	36,000	55,000	45,000
1999 as % of 1993	36%	46%	57%	49%

Sources: Labour Force Survey; Quarterly National Household Survey, Live Register
ILO – International Labour Office definition – based on those actively seeking work, PES – Principal Economic Status – self defined economic status
LR – Live Register – those signing on in social welfare offices

TABLE 1.2

UNEMPLOYMENT IN DUBLIN 1993-1999

	Total unemployed	Over 1 year	Over 3 years	Over 5 years
LR October 1999	70,000	77,000	96,000	92,000
LR September 1999	25,000	36,000	55,000	45,000
ILO June-August	36%	46%	57%	49%

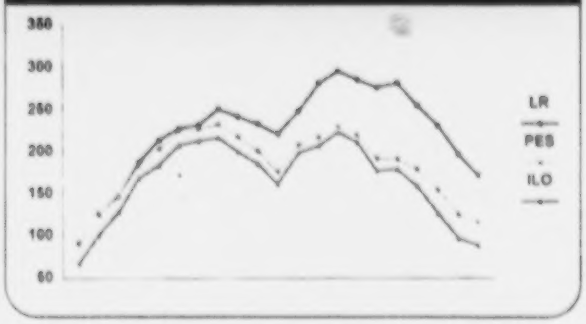
employment. They are described in detail in Appendix 2.

Long-term unemployment

This is usually defined as those out of work for a year or more. The latest official ILO count shows **8,500** long-term unemployed in Dublin on the active job market. The comparable Live Register figure for LTU is over twice that, at **21,000**.

FIGURE 1.3

UNEMPLOYMENT, STATE 1980-99



The discrepancy between the different sets of figures may be due to a number of reasons:

- The Live Register includes people who work part-time and legitimately sign on and claim for part of the week.
- Some of those who sign for credits may primarily see themselves as retired or on home duties rather than as unemployed, and may not be interested in getting work.
- The ILO count of active unemployed excludes a significant number of hidden unemployed who have withdrawn from the active job market.
- Some of those signing on may already be working in the black economy.

Scale of long-term unemployment target

The primary target groups for a Dublin strategy on long-term unemployment are:

(i) The long-term unemployed, as officially measured.

(ii) Those who view themselves as unemployed, but have given up on looking for work.

(iii) Lone parents and spouses who want work but may not be counted as unemployed because they do not qualify for social welfare unemployment payments.

(iv) People at high risk of becoming long-term unemployed. These include early school-leavers, young people with no qualifications working in intermittent or dead-end jobs, and people who are already over six months out of work.

(v) People on state job schemes whose prospects of steady work are poor when they finish on the programme.

The numbers who form the primary target of policy on long-term unemployment in Dublin come to at least **23,000** (i and ii), and may go as high as **37,000** by our estimates, when those at high risk of unemployment are included alongside the currently unemployed.

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TABLE 1.3

LONG TERM UNEMPLOYED AND THOSE AT HIGH RISK, DUBLIN REGION

		Total	Men	Women
a	Long-term unemployed,[6] on job market	8,500	7000	1,500
b	Unemployed, not in job market[7]	14,000	9,000	5,000
c	Lone partents	5,000	—	5,000
	At risk of long-term unemployment			
d.	Early school-leavers	4,000	3,000	1,000
e.	S/term unemployed at risk of LTU[8]	1,500	1,000	500
f.	People on job schemes, poor prospects	4,000	2,000	2,000
	TOTAL	**37,000**	**22,000**	**15,000**

The basis on which these estimates were made is discussed below.

A LONG-TERM UNEMPLOYED ON THE JOB MARKET

The **ILO** (International Labour Office) definition of unemployment, which is the basis of the official headline unemployment rate, centres on recent active job search. The people who are counted as ILO unemployed are therefore likely to be responsive to increasing demand in the labour market.

B THE HIDDEN UNEMPLOYED – "INACTIVE" UNEMPLOYED

The Principal Economic Status (PES) definition of unemployment looks at how people describe themselves. A high proportion of those who describe themselves as unemployed are not included in the headline count because they are not active on the job market.

These are people who are regarded as "unemployed" on the PES definition but as "inactive" on the ILO definition. This group formed about a quarter of the PES unemployed throughout the 1990s, and with lower unemployment, this share has now grown to a third. The numbers involved have remained remarkably constant throughout the 1990s (see Appendix 1, Table A.1.3) at about **40-45,000** nationally. Those who are not actively looking for work are least likely to get it, even in a buoyant job market, and these numbers have been barely affected by the jobs boom from the mid-1990s on.

If unemployment is only defined in economic terms, i.e. those in the active job market, a large part of the social problem of unemployment will be overlooked. Any effective strategy to tackle unemployment needs to reach out not only to those who are actively in the job market, but also to those who have become detached from the mainstream job market. The EU Employment Guidelines for 2000[9] were amended to make it explicit that policy should reach out to the economically inactive as well as the unemployed.

While economic success has played a major role in reducing unemployment among those who are active on the job market, we cannot, however, rely on economic success alone to reach those who are detached from the mainstream job market.

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[6] Source: Quarterly National Household Survey, June-August 1999.

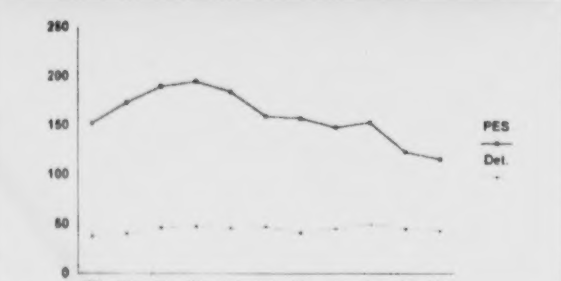
[7] People who give their Principal Economic Status as unemployed, but are described as "marginally attached" or "others" on the ILO classification of unemployment; Quarterly National Household Survey, June-Aug. 1999

[8] See Monthly Progress report, Dec. 1999, on Employment Action Plan, Table 1.

[9] Guideline 5, see Proposal for Guidelines for Member States' Employment Policies 2000, p. 3.

FIGURE 1.4

TOTAL PES UNEMPLOYED, AND THOSE DETACHED FROM LABOUR MARKET, STATE 1990-99



Most of the unemployed who have become detached from the world of work have been out of work for a long period, have poor levels of skill and education, have very poor self-esteem and low motivation. These pose major obstacles to securing and retaining steady work.

Murphy and Walsh (1997) have analysed the characteristics of those in this detached group – they are predominantly men, are mainly either single or with a large family, have poor levels of education, are more likely to live in local authority housing and to live with other unemployed adults. They share the characteristics of the long-term unemployed, and withdrawal from the workforce can be seen as a further point on the continuum of long-term unemployment. Just as withdrawal from the labour market has been a gradual process, re-engagement with the mainstream job market will generally require a step-by-step process to move in from the margins, back to the world of work.

C LONE PARENTS AND SPOUSES

Lone parents

The 1996 Labour Force Survey microdata shows that over a quarter of lone parents with a child under 5 had a job, with another 12% seeking work. About 40% of lone parents with children aged 5-15 were working, and another 10% were seeking work. That suggests that perhaps 10% of lone parents (about 3,000 in Dublin) are already included in the jobseeker totals above. Some lone parents may also be included below among those leaving CE and at risk of unemployment. There are 5,000 lone parents on CE in Dublin, almost one lone parent in five.

It is reasonable to assume that there is additional hidden unemployment among lone parents who are eager to work but are not currently on active job search because of childcare problems. There are 27,000 recipients of One-Parent Family Payment (OPFP) in Dublin. For every five long-term unemployed people in contact with the Local Employment Service, there are two lone parents, suggesting that a significant number of lone parents want to get back into work. In Dublin, on this ratio, we could expect about 8,000 lone parents should be considered as unemployed, and allowing for double counting in the ILO unemployed total, a net figure of 5,000 unemployed lone parents is assumed.

Spouses

Spouses, predominantly women, who do not qualify for unemployment payments due to their husbands' income or welfare status, may constitute another group of hidden unemployed. Much of the increase in employment in recent years has, of course, come from higher participation in the workforce by married women. As with lone parents, spouses could in principle be counted in the official ILO unemployed figure, provided they are actively looking for work. These women present themselves in relatively small numbers to the LES, forming just 4% of all clients, so no specific estimate is included for them in our totals of hidden unemployed.

At risk of long-term unemployment

D EARLY SCHOOL-LEAVERS

The latest available figures on early school-leavers, published in 1998, refer to students who left in 1995/6, and relate to the country as a whole. These figures show that about 1,000 children left before second level, a further 2,000 left before Junior Cert., and another 10,000 before Leaving Cert. Dublin figures are assumed to be roughly a third of the national totals. There are about 850 Youthreach places in Dublin for early school-leavers.

At present, the job market is buoyant. In every area we visited, we heard of an increased tendency for young people to drop out of school early to take up jobs – mainly dead-end ones with poor career prospects. If all those who leave before Junior Cert. and a third of those who leave after Junior Cert. can be regarded as at high risk of long-term unemployment, then Dublin is producing about 2,000 early school-leavers a year in the high risk category. (This is a measure of the annual increase in the numbers of those who have left school early, adding to the total number of early school-leavers which has built up over previous years). The total number of 16 and 17 year-old early school-leavers at risk on this basis would be roughly 4,000, and this is the indicative figure we have used for early school-leavers at risk of long-term unemployment.

In addition, there would be a proportion of young people aged over 18, currently in precarious employment, who are at high risk of unemployment. Many of the Partnerships and Local Employment Services see these as a critical group in need of help.

E SHORT-TERM UNEMPLOYED AT RISK

Some of the short-term unemployed may go on to become long-term unemployed. For unemployed people aged under 25, 15% of those who were contacted by FÁS under the Employment Action Plan have remained on the Live Register. Applying this proportion gives an estimate of about 1,500 Dubliners out of work for 6-12 months who are at risk of long-term unemployment.

F THOSE LEAVING WORK EXPERIENCE PROGRAMMES

There are 11,500 participants on Community Employment schemes in Dublin, and a further 1,100 on Whole-time Job Initiative. National estimates indicate that 21% of those who left CE in 1997 were out of work a year later. About 10% of participants are on their second or later CE programme.[10] If the numbers of repeat CE participants and those out of work a year later are combined, roughly a third of participants or 4,000 people can be regarded as at risk of unemployment. (There may be some overlap with the lone parents counted above).

NEARLY 40,000 IN TARGET CATEGORIES

To summarise, our estimates of those who are either long-term unemployed or at high risk of unemployment come to approximately 37,000. These estimates are based on those who describe themselves as unemployed and on lone parents interested in work. It does not include those who would regard themselves as sick or disabled, or as retired. In addition to those we have identified, there may be a further group of people with a disability, neither currently seeking work or describing themselves as unemployed, who nevertheless constitute another group of "hidden" unemployed. As Murphy and Walsh[11] have noted, the boundaries between describing oneself as "unemployed" or as "retired" are reasonably fluid, with a greater tendency for redundant workers to describe themselves as retired as they get older.

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[10] Deloitte and Touche, Review of Community Employment p. 85.

[11] "Unemployment, non-participation and labour market slack among Irish males", in Clark and Kavanagh (1998) p 29.

RELATING ACTIVITY TO THE SCALE OF THE PROBLEM

In our view, a critical factor is that the scale of action, whether through national or local programmes, must address the scale of the outstanding problem of long-term unemployment. Firstly, this implies effective outreach to the long-term unemployed who are outside the ambit of the different programmes, to bring them in contact with the Local Employment Service, so that their individual needs can be identified. Secondly, an expansion of the scale of provision of effective programmes will be required, without compromising quality.

By our estimates (see Chapter 2) the Local Employment Service in Dublin is reaching about a quarter of the long-term unemployed, based on the most optimistic reading (those active in the labour market). Taking a wider, and in our belief a more realistic view, it is reaching a little over 10% of registered long-term unemployed. The mandate of the Local Employment Service includes other groups - those at risk of unemployment, lone parents, and young unemployed. Those deemed long-term unemployed form about half of the total LES caseload.

Another indicator of scale of impact can be assessed by comparing the numbers on Whole-time Job Initiative with the total numbers in its target group. In a study in the north-east inner city[12], we found that the first (1996-2000) phase of Job Initiative recruited the equivalent of 5% of its target group - defined as people aged over 35, over five years out of work, and living in Dublin 1 or 3.

The local initiatives we reviewed are generally conducted on a small scale. There is a limit to the size at which an individual programme can be effectively run, given a one-to-one focus. Staffing, premises and finance also constitute constraints. Yet many of the approaches being piloted at local level would merit being run on a larger scale in their own community, and being on offer elsewhere in Dublin.

One example of a local programme which has been scaled up into a national initiative is the Tramlines project in Ballymun. This involves specialised IT training of long-term unemployed people, which is designed to meet the specific requirements of the local computer industry. Tramlines is on its third programme, with places for 25 long-term unemployed on each. This has now been taken as a model for the Fast Track to Information Technology (FIT) programme, which will have 3,500 places nationwide.

NATURE OF TODAY'S UNEMPLOYMENT PROBLEM

As unemployment has fallen sharply in the past few years, people who were relatively easy to place have found work. Many of those left behind by the rising job tide tend to experience multiple disadvantages in accessing a job - poor education, low self-esteem, literacy problems, substance abuse, crime history or family problems. Today's long-term unemployed are drawn in an even more concentrated way from those with poor levels of education, or experiencing multiple difficulties. It is likely that those who now remain long-term unemployed are even more disadvantaged in terms of their education, relative to the general population, than shown in the table and figure below, which are based on 1996 data.

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[12] Fitzgerald & Ingoldsby (1999) Evaluation of The Employment Network and Whole-time Job Initiative.

TABLE 1.4

LONG-TERM UNEMPLOYED AND THOSE AT HIGH RISK, DUBLIN REGION

Education	At work %	Unemployed %	Short-term unemployed %	Long-term unemployed (>1 year) %
No qualifications	15.228.6	18.8	35.2	
Junior Cert.*	23.235.9	34.2	37.2	
Leaving Cert.	32.324.3	29.5	21.0	
3rd level	29.311.1	17.5	6.7	
Total	100.0100.0	100.0	100.0	

**Including Group or Intermediate Certificate.*

Source: White Paper on Human Resource Development, table 3.9 from Labour Force Survey 1996

As programmes reach deeper into the pool of long-term unemployed, those left unemployed at this stage are frequently far distant from the labour market, and multiple interventions may be required. The unit cost of programmes is likely to rise. More intensive work is needed to reduce unemployment from 5% to 2% than to reduce it from 10% to 5%.

The structure of Ireland's economy has been changing over the last twenty years, with a reduction in manufacturing and particularly unskilled employment, and an increase in service and knowledge-based jobs. While the total number of jobs has increased, there have been fewer jobs for unskilled workers up to the recent past. This shortage of new unskilled jobs exacerbates the relative disadvantage of those with poorer levels of education.

Figure 1.6 over shows this very clearly.

FIGURE 1.5

EDUCATION AND UNEMPLOYMENT (1996)

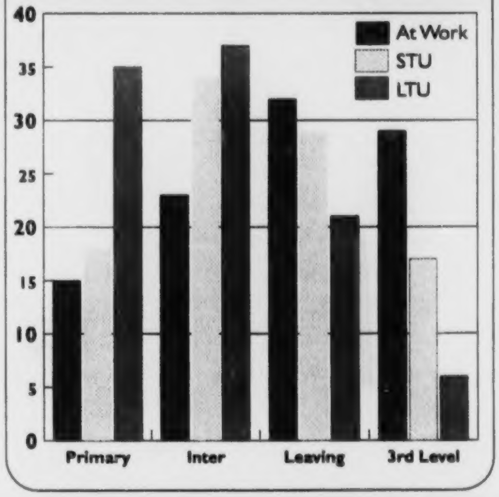
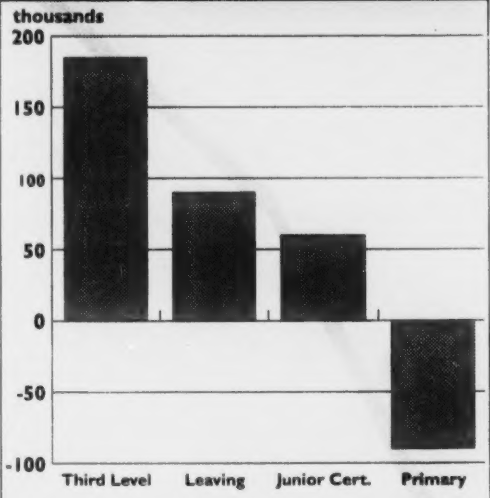


FIGURE 1.6

CHANGE IN EMPLOYMENT 1988-97
By educational attainment



Source: Derived from CSO Labour Force Survey – Microdata Files

AGE AND GENDER PATTERN

Age

As would be expected, people who are long-term unemployed are on average older than the unemployed in general. Half of the short-term unemployed in Dublin, but only 14% of long-term unemployed are aged under 25 on the ILO measure, with a lower share of young long-term unemployed shown by Live Register figures. About half of all long-term unemployed people in Dublin are aged between 25 and 44, and around a third are aged over 45. This is a significantly higher share than for the short-term unemployed.

Gender

There is a strong gender pattern to long-term unemployment. Over 60% of all unemployed people are men, whichever measure is chosen, so this finding is independent of the bias against women in the Live Register count. Three-quarters of the long term ILO unemployed in Dublin are men, as are nearly two thirds of the hidden "inactive" unemployed. In terms of the Live Register, the proportion of men rises, the longer out of work; two thirds of Dubliners signing on for a year or more are men, while 85% of those signing on for five or more years are men.

Most of the projects and Partnerships we spoke to talked about the difficulty of recruiting older men to participate. One Partnership, Tallaght, has set a minimum male gender quota for programmes to redress the balance of predominantly female participation.

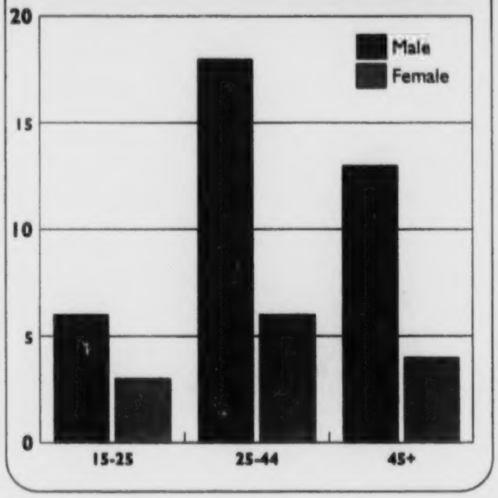
AREA BASED ANALYSIS OF UNEMPLOYMENT WITHIN DUBLIN: CONCENTRATIONS OF DEPRIVATION

The Dublin area emerges from the 1996 Census as the region of the country containing the most significant concentrations of unemployment.

As part of our terms of reference, we were asked to analyse the more detailed profile of unemployment in Dublin, using the area profiles compiled for Area Partnerships by GAMMA Ltd. (Geographical and Multi-media Applications) from small area Census data by District Electoral Division (DED).

FIGURE 1.7

LONG TERM UNEMPLOYMENT (ILO)
By AGE AND GENDER, Q4, 1999



The picture which emerges is one of multiple disadvantage in the unemployment blackspots. High levels and rates of unemployment tend to be associated with poor levels of education among the unemployed, a high prevalence of long-term unemployment, and an above average share of households consisting of lone parents and their children. There is also a significant degree of clustering of multiple deprivation in adjacent DEDs (see Appendix 3, Tables A.3.8 to A.3.20).

In the four years since the last Census was taken, Dublin's unemployment level has fallen dramatically, and the 1996 profiles of individual communities need to be interpreted with that in mind. However, certain aspects of deprivation as measured in 1996, such as the proportion of the adults who had left school early, and the proportion of lone parents, would be unlikely to have changed in the interim with falling unemployment.

The remainder of this chapter draws on selected statistics to highlight particular concentrations of deprivation in the Dublin area. More detailed tables are presented in Appendix 3.

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TABLE 1.5

UNEMPLOYMENT IN DUBLIN BY LOCAL OFFICE, 1996 AND 1999

Local Office	Areas served	April 1996	Nov. 1999	1999 as % of 1996
Gardiner St.	D5,17	6,691	3,463	51.7
Werburgh St	D6W	6,932	3,619	52.2
Victoria St	D6	3,741	1,395	37.3
Cumberland St	D1/3, nth county	10,835	5,263	48.6
Navan Rd	D7,15	10,157	5,923	58.3
Thomas St.	D8	5,830	2,955	50.7
Tara St	D2/4	3,673	1,526	41.5
Tallaght	D24	7,249	3,842	53.0
Ballymun	D9	2,643	1,514	57.3
Clondalkin	D22	4,806	2,588	53.8
Rathfarnham	D14/16	4,340	1,917	44.2
Kilbarrack	D13	5,357	2,625	49.0
Dunlaoire	D.L./D18	7,082	3,347	47.3
Balbriggan	Nth County	2,009	1,157	57.6
Ballyfermot	D10	3,829	1,677	43.8
Finglas	D11	4,856	1,979	40.8
DUBLIN. LR		**90,030**	**44,790**	**49.8**
Census (PES)		*66,514*	*n.a.*	
Dublin, LFS – PES		*65,200*	*35,800*	*54.9*
Dublin, LFS-ILO		*58,600*	*24,900*	*42.5*

Sources: Live Register, Labour Force Survey, Quarterly National Household Survey

The numbers signing on have halved over the three and a half years, and the fall has been fairly uniform. Above average falls were recorded in the more middle-class areas of Dublin 2, Dublin 4 and Dublin 6, as well as in Finglas and Ballyfermot.

Slower than average falls were seen in Blanchardstown and Cabra, in Ballymun and in Balbriggan. Areas with particularly high levels of very long-term unemployment (over 5 years) include Dublin 7 (Cabra), Dublin 11 (Finglas), Dublin 12 (Crumlin), Dublin 24 (Tallaght), the south west inner city and the north inner city.

AREA PARTNERSHIPS

The Area Partnerships in Dublin encompass the main concentrations of unemployment. Some of the Partnerships cover relatively tightly drawn and defined communities (e.g. Ballymun), others such as Northside have a large sweep. Southside Partnership, unlike the others, has a mandate to address specific pockets of poverty in what is a relatively affluent catchment area, rather than the catchment as a whole.1996 Census figures (see Table 1.7) show that the areas served by Area Partnerships accounted for just under 80% of total unemployment in the greater Dublin area (over).

TABLE 1.6

LONG-TERM UNEMPLOYMENT, LIVE REGISTER, SELECTED DUBLIN POSTAL DISTRICTS, OCTOBER, 1999

Local Office	Areas served	April 1996	Nov. 1999	1999 as % of 1996
Gardiner St.	D5,17	6,691	3,463	51.7
Werburgh St	D6W	6,932	3,619	52.2
Victoria St	D6	3,741	1,395	37.3
Cumberland St	D1/3, nth county	10,835	5,263	48.6
Navan Rd	D7,15	10,157	5,923	58.3
Thomas St.	D8	5,830	2,955	50.7
Tara St	D2/4	3,673	1,526	41.5
Tallaght	D24	7,249	3,842	53.0
Ballymun	D9	2,643	1,514	57.3
Clondalkin	D22	4,806	2,588	53.8
Rathfarnham	D14/16	4,340	1,917	44.2
Kilbarrack	D13	5,357	2,625	49.0
Dunlaoire	D.L./D18	7,082	3,347	47.3
Balbriggan	Nth County	2,009	1,157	57.6
Ballyfermot	D10	3,829	1,677	43.8
Finglas	D11	4,856	1,979	40.8
DUBLIN. LR		**90,030**	**44,790**	**49.8**
Census (PES)		*66,514*	*n.a.*	
Dublin, LFS – PES		*65,200*	*35,800*	*54.9*
Dublin, LFS-ILO		*58,600*	*24,900*	*42.5*

Sources: Live Register, Labour Force Survey, Quarterly National Household Survey

TABLE 1.6

LONG-TERM UNEMPLOYMENT, LIVE REGISTER, SELECTED DUBLIN POSTAL DISTRICTS, OCTOBER, 1999

	Over 1 YEAR	Over 3 YEARS	Over 5 YEARS
Dublin 1	1,484	875	566
Dublin 2	469	265	164
Dublin 3	968	497	295
Dublin 5	1,235	609	402
Dublin 7	2,162	1,110	699
Dublin 8	1,953	1,034	581
Dublin 9	1,075	492	285
Dublin 10	1,048	637	428
Dublin 11	1,679	1,017	670
Dublin 12	1,928	1,033	651
Dublin 13	587	256	156
Dublin 14	523	192	100
Dublin 15	1,358	947	387
Dublin 16	468	179	104
Dublin 17	650	345	232
Dublin 18	214	87	36
Dublin 20	129	55	28
Dublin 22	1,451	755	459
Dublin 24	2,053	1,016	570
DUBLIN (Sept 99)	24,547	12,206	7,402

Sources: Live Register, Labour Force Survey, Quarterly National Household Survey

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In order to identify concentrations of unemployment and associated problems, we looked at the DEDs which had one or other of the following six characteristics:

- More than 500 people out of work.
- Unemployment rate:- greater than 40%.
- Percentage unemployed for over one year:-greater than 80%.
- Percentage unemployed for over three years:- greater than 60%.
- Percentage unemployed with primary education only:- greater than 50%.
- Percentage of households headed by a lone parent, with all children aged under 15:- greater than 20%.

Table 1.8 below compares the six selection criteria with the Dublin average, and shows the variation across the four local authority areas in Dublin.

TABLE 1.7

Nos. UNEMPLOYED AND UNEMPLOYMENT RATES, DUBLIN PARTNERSHIP AREAS 1996

Partnership	*Numbers unemployed*	*Unemployment rate*
Ballyfermot	2,367	35.7%
Ballymun	2,439	41.9%
Blanchardstown	2,506	17.8%
Canal Communities	1,397	28.9%
Clondalkin	3,977	18.5%
Dublin Inner City	11,273	27.1%
Finglas /Cabra	5,140	22.6%
Northside	6,867	16.2%
Tallaght	5,501	20.9%
Subtotal	45,752	n.a.
Southside	7,339	8.2%
Dublin Region	66,514	12.5%

Sources: Census 1996. Small area figures, from GAMMA reports for Partnerships

Using these criteria, the main clusters of severe unemployment were:

Ballyfermot
Ballymun
Blanchardstown
Cabra
Cherry Orchard
Crumlin
Finglas
Kimmage
North inner city
North Clondalkin
North city fringe (Darndale/Moatview)
South inner city
West Tallaght

Two isolated DEDs, Killiney South (Loughlinstown/Ballybrack) and Farrenboley (near Dundrum) met one criterion each.

The 17 DEDs with over 500 people out of work in 1996 accounted for one in six of all those unemployed in Dublin in that year. The high scores on other indicators of disadvantage can be seen in Table 1.9 below

TABLE 1.8

UNEMPLOYMENT IN DUBLIN BY LOCAL OFFICE, 1996 AND 1999

	Unemp.	Unemp. rate	% unemp. primary ed. only	% unemp. >1 year	% un. > 3 years	% l. parent homes, all children <15
Selection criterion	*500+*	*40%+*	*50%+*	*80%+*	*60%+*	*20%+*
DUBLIN	**66,514**	**15.5**	**33.2**	**70.5**	**49.9**	**4.5**
Dublin Corporation	39,423	19.3	36.2	72.4	52.4	4.7
Fingal	7,342	11.3	27.8	67.5	45.4	4.1
South Dublin	12,410	14.9	32.5	68.8	47.9	5.2
Dun L/Rathdown	7,339	9.6	24.1	66.6	45.3	3.3
State	199,136	14.8	33.2	68.3	47.5	3.4

Source: Census 96, small area results from GAMMA reports, tables 6.2.2, 6.3.3, 4.2.1, 7.3.1,3.1.2

TABLE 1.9

INCIDENCE OF DEDS UNDER THE SIX CHARACTERISTICS

Four times	Three times	Twice	Once
Ballymun B	Ballybough A	Ballymun A	Arran Quay C
Blanchardstown – Tyrrelstown	Ballymun C	Cabra West D	Arran Quay D
Cherry Orchard C	Ballymun D	Cherry Orchard A	Blanchardstown – Abbotstown
Mountjoy A	Crumlin B	Clonskeagh – Farrenboley	Blanchardstown – Blakestown
Priorswood B	Decies	Crumlin A	Blanchardstown – Coolmine
Priorswood C	Inns Quay C	Crumlin C	Bohernabreena
Tallaght – Fettercairn	Kylemore	Dun Laoghaire – Mountown	Cabra West A
Tallaght – Killinarden	North Dock C	Kimmage A	Cabra West B
	Ushers C	Kimmage B	Cherry Orchard B
	Ushers E	Mansion House A	Clondalkin – Cappaghmore
		Mulhuddart	Clondalkin – Dunawley
			Tallaght – Jobstown
			Clondalkin – Rowlagh
		Ushers B	Clondalkin – Moorfield
		Ushers D	Clontarf West B
		Woodquay A	Finglas North A
			Finglas South B
			Killiney South
			Kilmainham A
			Mountjoy B
			North Dock B
			Palmerstown West
			Pembroke East A
			Priorswood D
			Tallaght – Springfield

TABLE 1.10

PROFILE OF DEDS WITH FOUR OUT OF SIX CHARACTERISTICS

	No. out of work	**Unemp. rate**	% unemp. primary only	% unemp. >1 year	% unemp. > 3 years	% lone parents, children <15
Mountjoy A	682	**59.0**	47.7	86.2	72.4	18.6
Cherry Orchard C	482	**52.9**	52.8	80.7	67.5	17.3
Priorswood C	578	**51.2**	40.4	83.9	66.1	25.0
Tallaght-Fettercairn	712	**47.9**	43.8	83.6	65.8	19.4
Priorswood B	556	**46.2**	49.0	80.3	60.1	9.1
Blanchardstown-Tyrrelstown	159	**44.6**	27.0	84.6	65.4	26.8
Ballymun B	721	**43.8**	45.1	76.2	61.4	22.9
Tallaght-Killinarden	676	**43.5**	46.5	82.4	70.0	13.4
DUBLIN	**66,514**	**15.5**	**33.2**	**70.5**	**49.9**	**4.5**

Source: Census 96, small area results from GAMMA reports, tables 6.2.2, 6.3.3, 4.2.1, 7.3.1,3.1.2

TABLE 1.11

PROFILE OF DEDS WITH THREE OUT OF SIX CHARACTERISTICS

	No. out of work	Unemp. rate	% unemp. primary only	% unemp. >1 year	% unemp. > 3 years	% lone parents, children <15
North Dock C	439	47.6	49.6	85.1	73.9	9.2
Ushers C	378	43.5	53.7	78.3	64.3	13.9
Ushers E	299	42.4	44.7	88.3	68.5	14.1
Ballymun C	1108	42.1	47.1	75.9	57.3	21.9
Ballybough A	545	42.0	46.9	83.5	66.7	13.4
Ballymun D	400	41.9	35.3	78.5	65.4	26.8
Inns Quay C	290	37.8	54.4	82.5	68.9	10.6
Kylemore	332	34.5	51.6	81.8	63.2	13.4
Decies	408	31.6	53.7	84.5	60.7	5.4
Crumlin B	379	27.4	51.3	84.1	66.7	4.5
DUBLIN	**66,514**	**15.5**	**33.2**	**70.5**	**49.9**	**4.5**

Source: Census 96, small area results from GAMMA reports, tables 6.2.2, 6.3.3, 4.2.1, 7.3.1,3.1.2

CONCLUSION

The number of people in the target group for Dublin-wide policy on long-term unemployment is 37,000. This is the scale of the problem. Policies must be resourced and implemented on this scale.

People do not just happen to be out of a job for years. Dublin's long-term unemployed are disproportionately drawn from those with multiple disadvantages, poor levels of education and lack of up-to-date job skills. Multiple interventions are needed in order to draw them step by step back to the world of work.

In spite of the booming economy all around, there are specific areas of Dublin where deprivation and disadvantage are still the norm. These areas need to be targeted with an integrated plan which mobilises all statutory services.

CHAPTER 2

Barriers and Bridges

INTRODUCTION

BARRIERS

In a booming economy, with employers crying out for staff, what are the barriers preventing the long-term unemployed from getting jobs which are freely available? If training is needed, what stops people from doing courses?

In Chapter 1, when describing the nature of the long-term unemployment problem, we touched on some of the obstacles preventing its solution, such as poor education and low self-esteem.

This chapter analyses in more detail the multiple barriers preventing long-term unemployed people and others from accessing work or training. Some of these barriers are easily dealt with - such as organising times to suit the target group. Other barriers are much more complex - such as low self-esteem and low expectations built up over years of unemployment, combined with a lack of job skills and the difficulty of assessing the financial implications. In order to dismantle these more complex barriers, multiple interventions are required.

There are three elements in the work/training equation, which affect the decision to engage:

- The individual.
- The employer/training provider.
- External factors.

Table 2.1 lists the various barriers in relation to these elements.

BRIDGES

The Local Employment Service (LES) was set up to form the primary bridge between potential employers and the long-term unemployed.

The second part of this chapter outlines the background and thinking behind the establishment of the LES, and relates the scale of its engagement to the scale of the long-term unemployment problem in Dublin.

To what extent is the LES engaging effectively with the 37,000 Dubliners we have identified as currently or likely to be long-term unemployed?

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TABLE 2.1

BARRIERS TO TAKING UP WORK OR TRAINING

Individual	Lack of basic skills, including literacy and other core skills	Lack of specific skills required for job	Low expectations of own prospects
	Expectations of CE-type terms and conditions of employment	Drug/alcohol/prison background	Poor time management due to absence from workforce
	Early school leaving	Fear of new situation	
Employer or Trainer	Job specifications based on tradition rather than needs	Expect people to be available with required skills on demand	Unsuitable hours/timing
	Unaware of skills/work habits gained via CE/JI	Unaware of financial incentives – Family Income Supplement (FIS), Revenue Job Assist (RJA), Back to Work Allowance (BTWA) – which form part of their job offer	Unaware of existence of LES or Job Clubs as source of motivated people
	Training courses: waiting lists, unavailable (forklift, construction) or entry requirements too high	Reluctance of employers to take certain types of person – people with disabilities, Travellers, people with history of crime or substance abuse, older people.	
External	Financial costs/benefits	Lack of information on options	Childcare availability, cost and tax treatment
	Location/transport issues		

WITHDRAWAL FROM THE LABOUR FORCE

As noted already, a substantial share of those who see themselves as unemployed have effectively withdrawn from actively looking for work. Prolonged unemployment generally undermines people's self-belief in their own abilities and their ability to find work. People who have experienced repeated rejection when they looked for work are more reluctant to try again. The coping mechanisms people develop when unemployed can be counter-productive when it comes to finding and keeping work.

Fear is a real obstacle – fear of losing benefits, fear of rejection, fear of long hours, fear of being unable to cope, fear of taking on a new environment and working with new colleagues in a job.

Addressing hard-core unemployment requires both intensive action to build up the confidence and skill levels of long-term unemployed people, and an effective system of matching people emerging from unemployment with current or future job vacancies.

POOR EDUCATION AND SKILLS

Lack of skills and education give rise to a number of linked barriers to getting work:

- Loss of self-confidence, particularly where literacy is a problem. That makes people more reluctant to take up training offers, and more reluctant to look for work.
- It is harder to get and keep work.
- Unskilled work is not well paid. Given a lack of skills, in general unemployed people can expect to earn about 70% of average earnings, according to ESRI research.
- Poor education is a barrier to training. Those who are least qualified face difficulties in accessing mainstream training, and many will not complete it unless they have been prepared by a pre-training programme.

NEGATIVE PAST EXPERIENCE

Research points to the reluctance of older workers to go on training courses. Over the years, many older unemployed have participated in courses that led nowhere, particularly in the days when there were few job openings.[13] This makes them reluctant to engage in open-ended training with no guarantee of work at the other end. Those who had bad experiences at school are often unhappy at the prospect of entering a classroom again.

EMPLOYER LINKS

The quality of the links between local employers and the local community is very varied. Some Area Partnerships have played a very active role in forging links: others have concentrated on the social economy rather than the open job market. Some employer links operate at the easier end of the spectrum - employers may find it easier to set up a scholarship fund or to mentor bright children than to take on ex-offenders.

The level at which contacts operate is important - if the senior personnel in charge of recruitment are involved in the Partnership structure, they can play a very valuable role.

RECRUITMENT PRACTICES

FORWARD PLANNING

There are a small number of programmes, where employers have identified in advance what kind of workers they would require in some months' time. They then worked with the LES on specific training programmes to meet the job requirements, so that participants could look forward to a virtually guaranteed job on completion of their training.

Jury's Hotels operated a system like this in recruiting staff for new hotels opened in Christchurch and Docklands. By working backwards from identified jobs to design the necessary training, Ballymun Jobcentre's Tramlines, and various forklift training courses, have achieved virtually full placement into jobs. FÁS in Baldoyle ran a successful freight forwarding course based on identified jobs with similar success in placing trainees.

However, relatively few employers plan ahead in time to have long-term unemployed people adequately prepared for the jobs by the time they arise.

SPECIFYING QUALIFICATIONS

Although there are some signs that things are changing in the tighter job market, employers may often specify a level of skills or education which the long-term unemployed person simply cannot meet. It can be easier for employers to specify a minimum standard, e.g. a Leaving Certificate, than to identify what skills or qualifications are actually needed to do the job, and the LES often invests time and energy in persuading employers to vary entry requirements which are set too high. Employers may repeat the entry requirements being set by fellow firms, rather than working out their own needs.

However, FÁS reported to us that some employers are now lowering their recruitment requirements, in the expectation that less qualified workers will be more likely to stay, whereas better qualified workers would be more likely to leave. Other employers are simply looking for evidence of reliability, timekeeping, commitment - basic work habits - and would be happy to offer appropriate training if they could recruit reliable workers.

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[13] Mel Cousins (1997) Participation of long-term unemployed men in education and training, Connolly Information Centre for the Unemployed.

Minimum entry requirements can be a barrier to accessing FÁS training. In several cases, only a small fraction of those referred for training by an LES were actually accepted.

STIGMA OF LONG-TERM UNEMPLOYMENT

Employers may associate long-term unemployment with the absence of work habits. One bad experience may evoke a "never again" response from employers, as we heard in the course of a mini-survey of some city centre employers. On the other hand, we heard from some LESs that they have more requests for workers than they can currently handle, given the numbers job-ready and able to move on.

The fall in the number of long-term unemployed is clear evidence that some are getting work - although only a minority of the exits from long-term unemployment are into a mainstream job, as the following analysis shows:

LONG-TERM UNEMPLOYED LEAVING THE LIVE REGISTER

Over the two years March 1997 to April 1999, 27,000 long-term unemployed people over three years out of work left the Live Register [14]

- 40.5% to mainstream work (one third on Back to Work Allowance)
- 14% to CE, training or education
- 14% transferred to another welfare scheme
- 11.5% left because entitlement ended
- 20% – other or no reasons given

JOBSEEKERS WITH A DIFFICULT HISTORY

While employer prejudice against hiring anyone who is long-term unemployed may be breaking down somewhat in a tighter labour market, prejudices and fears about hiring workers with a difficult history remain an issue. A number of groups are working to find jobs for ex-offenders - specific FÁS placement staff, probation and welfare employment officers, the LES, e.g. in Blanchardstown and Finglas/Cabra, agencies like PACE (Prisoners' Aid through Community Effort), Merchant's Quay, Pathways, projects like Target and Bridge. The worries of employers about insurance and reliability, as well as potential industrial relations difficulties if other workers react, all need to be addressed.

With 4,000 drug addicts in treatment programmes, finding work for stabilised former users is becoming a progressively more important issue.[15] Unemployment will only fall so far, especially in the communities hardest hit by drug abuse, unless drug rehabilitation and prevention are successfully addressed. As part of any rehabilitation programme, it is important to be able to offer pathways back into paid employment.

INTERACTION OF WELFARE AND WORK

PERCEIVED POVERTY TRAPS

In a very complex welfare system, fear of less security and a lower standard of living is a powerful obstacle. People fear the loss of existing benefits, including secondary benefits like the medical card and rent allowance, and can see taking up a job as trading the security of the welfare system for the uncertainties of the job market. The black economy is also flourishing in this period of prosperity, and some of those registered as unemployed may be reluctant to regularise their affairs and forgo their welfare income.

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[14] Analysis of claim closures by Department of Social, Community and Family Affairs. See table 9.15, NESC (1999) Opportunities, challenges and capacities for choice.

[15] To illustrate the scale – in the north inner city, 6% of the population aged 15-30 are users, past or present. In Ballymun there are 1,500 signing on the Live Register, and 650 heroin users or ex-users known to the Drugs Task Force.

There are several schemes to cushion the transition from welfare to work - Back to Work Allowance, Family Income Supplement and Revenue Job Assist. In general, people are financially better off from taking up a job - provided they are getting all of their entitlements.

An exception is in the private rented sector, where the high cost of rent means that forfeit of the rent allowance constitutes a genuine poverty trap for those affected. Those on Back to Work Allowance, Revenue Job Assist, Jobstart or Community Employment can retain rent or mortgage allowance subject to certain limits. These limits are being relaxed from April 2000.

WELFARE RIGHTS INFORMATION

Knowledge of and take-up of Family Income Supplement and Revenue Job Assist are very poor. ESRI research suggests that only half of potential FIS claimants actually receive it (and administrative records suggest that half those in turn are public servants). In 1999, only 1,066 people were receiving Revenue Job Assist in the whole country.

Although many services offer welfare rights advice, the reality on the ground is often a poor level of accurate knowledge by unemployed people of the various welfare-to-work incentives. It is hardly surprising then that many unemployed people concentrate on the gross wage to calculate the net financial value of taking a job. Poorly qualified unemployed people have a limited earning capacity and are unlikely to be offered work which pays well in itself.[16] The pay on offer to them often seems unattractive when compared with a welfare income, unless the net effect of the package, including all benefits, can be clearly spelled out.

In Blanchardstown LES, access to a welfare rights worker on secondment from the Department of Social, Community and Family Affairs has played a valuable role in overcoming the fear of participation. This service was able to give authoritative information on what people would receive if they moved to a job or on to a programme.

EMPLOYER AWARENESS

Few employers are familiar with the complexities of the social welfare code and its secondary benefits, or appreciate the importance to potential employees of worries about loss of benefits.

As an illustrative exercise, we contacted a series of employers who had placed job advertisements in the windows of city centre premises. None adverted to the social welfare implications of the wage package on offer or what it could mean in terms of take-home pay when combined with FIS, Revenue Job Assist or Back to Work Allowance. This pattern of ignorance by employers of the welfare code was confirmed to us by the Dublin Chamber of Commerce and a major city centre employer.

A small employer with a service business suited to part-time workers asked us what "my book" meant. He was unaware that lone parents could earn up to £115.38 a week while keeping "their book" in full, and could receive a reduced One-Parent Family Payment on earnings of up to £12,000 a year.

GETTING THE MESSAGE ACROSS

A great deal of energy has gone into devising an elaborate system of welfare-to-work payments. However, very little effort has gone in to transmitting the information about what individual jobs are worth to individual unemployed people, either on the part of the welfare authorities, or the employers making those job offers.

The EARS (Employers' advice and recruitment Service) handbook, produced by Northside LES with the support of the

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[16] ESRI research suggests an earning capacity of about thirds of average earnings (Callan et al. 1996, p. 112).

Dublin Employment Pact, presents this complex information to employers in an understandable format.

It should be possible to design and disseminate a computer package, which could calculate the value of a job offer in terms of net take-home pay combined with secondary benefits, for different levels of weekly earnings and different family circumstances.

ADDRESSING MULTIPLE NEEDS

As noted, a higher proportion of those left behind by the economic boom experience specific, often multiple problems. Where there are multiple problems, tackling one in isolation will not be enough. For example, addressing a literacy problem, while ignoring an issue of substance abuse, is unlikely in itself to bring someone to a state of readiness to work again.

Some unemployed people need a high level of support if they are to successfully avail of pre-training and training options. One idea being tested is having support personnel available in mainstream training centres. Another high-support approach is to send staff to a person's home when they do not turn up for a training session.

While the Local Employment Service cannot solve all of any individual's problems, it is important that it should be in a position to secure appointments with qualified professional personnel, for those clients who present with multiple needs, or who would require counselling or other personal support. Close links should be forged with the health services, to ensure affordable and ready access to appropriate services for LES clients who need them.

JOB INDUCTION AND AFTERCARE

Getting a job is one thing, but keeping it is another. Moving into a new job is always a challenge, and can be a stressful experience if there is no structured programme of induction and support. It is often difficult to get to know new work colleagues and to learn the secret ethos of the workplace. Many long-term unemployed people will need ongoing support. Some may find it difficult to follow instructions after years of being at home. People who have spent years out of work find it difficult to return to the discipline of steady working hours. Even small things can precipitate the loss of the job, or the worker deciding to walk out, unless there is some system to help pick up the pieces and start again.

While formal induction programmes tend to be the exception rather than the norm, some major employers are developing a peer support or "buddy" system for new staff to show them the ropes and support them through the transition period in a new job.

Tallaght LES has allocated a mediator to follow up workers for 6-12 months after placement, and the service aims to visit companies once a fortnight. The National Association of Deaf People has developed a system of supported employment which offers support to both the worker and the employer with any difficulties which may arise.

TRANSPORT AND DISTANCE

Long-term unemployed people are unlikely to own a car, so access to employment or training in their own neighbourhood or by convenient public transport is an important issue. For lone parents and others with childcare responsibilities, distance from the school and home can be a real issue, if children have to be brought to and from school.

Distance from services and job opportunities can also be psychological. Some unemployed people physically withdraw into their own community, and rarely venture out from what they see as its borders. Services in the local village centre or shopping centre may seem distant to people who rarely leave their estate. A physical barrier like a river, a canal, a railway line, or a motorway, may form a boundary to what is seen as local and accessible.

CHILDCARE AND WORKING HOURS

Hours of training, hours of work, the cost of childcare and lack of access to childcare constitute major barriers to full-time parents, predominantly women, returning to the workforce. Traditionally, FÁS training programmes have started at 8.30 a.m., making them very inaccessible for people who have to get children to school. To bypass this practice, some Partnerships have developed their own training programmes with more flexible hours. FÁS told us that they are now progressively offering more flexible options, such as training with a 9 a.m. start.

The very limited community childcare provision is critically dependent on CE or Job Initiative for staffing, leading to a high turnover in childcare personnel and perpetual uncertainty over the long-term future.

Community Employment is an attractive option for lone parents, as on CE rates they can keep their One-Parent Family Payment, and hours of work are generally morning only, which ties in with after-school childcare commitments. If private sector employers paid similar hourly rates, that should be equally as attractive financially, but it is often difficult for lone parents to source part-time work at family-friendly hours.

Following specific training by Blanchardstown Partnership for jobs in the computer industry, a majority of trainees signalled that they wanted part-time work only, and eventually the industry provided part-time openings.

THE LOCAL EMPLOYMENT SERVICE

BACKGROUND

The Local Employment Service (LES) was set up in 1996 to provide a bridge from the world of unemployment into the world of work, through developing at local level a programme of individually tailored interventions for long-term unemployed people to provide a structured pathway back into mainstream work. A second function is to build links with local employers for unemployed people who are job-ready or emerging from the LES mediation process. In our view, the LES should continue to be the primary bridge for the long-term unemployed back into work. Adequate resources should be provided and goals and targets should be set to ensure that this is achieved in practice.

The Local Employment Service was established following the National Economic and Social Forum's report "Ending Long-term Unemployment" (1994) and the Task Force on Long-term Unemployment (1995). Within the overall blueprint set out by the Task Force, each LES, together with the local Area Partnership, sets out its own priorities and work programme. In this sense it is a local programme operating nationally.

The LES was substantially modelled on successful initiatives by Partnerships like Northside's Contact Points and Ballymun's Jobcentre. Following its establishment in the original Partnership areas, the LES has now been set up in all the Dublin Partnerships. It is now proposed to turn the LES into a nationwide service under FÁS, but current thinking is that FÁS will develop services where there are none, and the original Local Employment Services will continue to be directed and run at a local Partnership level.

A central feature of the LES was to be personalised guidance, training and support, where the needs of the individual, rather than the training provider, would be at the centre of the service. It was envisaged that individuals would follow a personalised pathway towards the job market, through appropriately tailored supports.

The original blueprint for the LES set out by the NESF and the Task Force was it would buy in services from FÁS and other agencies, with its own budget. However, in practice, access by the LES to resources of other public agencies tends to be critically dependent on personal relationships between individuals, and special favour deals, rather than a long-term policy arrangement between organisations, that could survive a change in personnel.

LINKING LONG-TERM UNEMPLOYED WITH EMPLOYERS

Having recruited long-term unemployed people into the LES, assessed their needs, and devised an individualised programme that will best develop their potential, the second task for the LES is to build a bridge to employers to ensure access to jobs at the end of this process.

Most LESs have Employment Liaison Officers whose task is to engage with local employers. The degree of structured engagement with employers is excellent in some Partnership areas, and could be further built on in others. Employer organisations indicate general goodwill, but the depth of formal engagement with the LES or other local actions varies from one employer group to another, and between individual employers. Building good bridges requires both sides to engage with the process.

PROVIDING A BRIDGE TO THE WORLD OF WORK

In our view, the LES model remains the right one in principle to provide a bridge for unemployed people back to the world of work. When it operates in accordance with the original vision, it provides a pathway, often through a range of services, enabling people to move from major detachment from the economy back into the world of work. About a third of all placements in 1999 were into ordinary jobs and a third into CE schemes, with about 2,750 placements into each. Some LESs placed a significantly higher share of clients on to job schemes and correspondingly fewer into open employment.

COMMUNITY EMPLOYMENT – A MEANS, NOT AN END

With widespread use of CE, it is important that the experience while on CE is effectively monitored to ensure it offers real progression, and that good links are made into the next appropriate stage on completion of a CE placement. With the planned reduction in CE places, relying on CE for a high share of LES placements is going to become less feasible as an option.

SCALE OF ENGAGEMENT OF LOCAL EMPLOYMENT SERVICE

In 1999, the Local Employment Service in Dublin (excluding Ballymun, for which details in this form are not supplied) engaged with 2,088 people classed as long-term unemployed. Adding in an estimate for Ballymun of 200[17], gives an approximate level of engagement totalling 2,300. This can be related to:

- 8,500 long-term unemployed on the active job market.[18]
- 22,500 long-term unemployed on the job market plus "inactive" unemployed.[19]
- 21,000 long-term (over 1 year) on the Live Register.[20]
- 11,000 over 3 years on the Live Register.[21]
- 7,300 over 5 years on the Live Register.[22]

The up-to-date local information on duration of unemployment is only available for postal districts, which do not necessarily align with Partnership boundaries. However, the postal districts of Dublin 15, 22 and 24 coincide reasonably well with the catchment areas of Blanchardstown,

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[17] There were 555 long-term unemployed clients recorded from end 1996-99 in Ballymun.

[18] ILO unemployed, from QNHS June-Aug 1999.

[19] ILO unemployed plus PES unemployed who are ILO inactive, from QNHS June-Aug. 1999.

[20] Live Register Age by Duration analysis October 1999.

[21] Live Register Age by Duration analysis October 1999.

[22] September 1999. Special tabulation by DSCFA.

TABLE 2.2

PROPORTION OF LOCAL LIVE REGISTER LTU IN CONTACT WITH LES

	LTU on LES 1999	Total LR local office	LR 1yr + postal district	LR 3 yrs + postal district
Werburgh St	241	3,842	2,053	1,016
Clondalkin	210	2,588	1,451	755
Blanchardstown	151	n.a.	1,358	647
Ballyfermot	291	1,677	n.a.	n.a.

Sources: Live Register, Local Employment Service Statistics 1999, DETE

Clondalkin and Tallaght LES respectively. From this we can see a pattern of between 10% and 20% of the local long-term unemployed on the Live Register being involved with the LES during 1999 (see Table 2.2 below).

MATCHING THE SCALE OF THE PROBLEM

Different outreach strategies are being tested to try and reach a higher proportion of the target groups (see Chapter 4). Most of the LESs we spoke to said that older men were the most difficult group to reach.

Outreach can be time-consuming and expensive - the most effective in a non-reading community being word of mouth, personal contact and visible results.

If the Local Employment Service is to fulfil its role as the primary bridge between the long-term unemployed and the world of work, its funding must be increased. In order to engage with all of Dublin's long-term unemployed at the same time, activity would need to be scaled up by a factor of between five and ten. On the basis of the present running costs, a five-fold increase in activity levels would imply an additional budget of £8m in the Dublin area.

CONCLUSION

Dublin has been at the heart of the current jobs boom, and unemployment has halved in the last three years. The task that remains is a more difficult one, as the long-term unemployed who remain are largely drawn from those with the poorest education, and often experience a multitude of problems. Economic growth alone only goes so far, and it has barely touched the hidden unemployed who are off the mainstream labour market.

This chapter has described the multiple barriers preventing the long-term unemployed from getting a fair share of the current jobs boom. Dismantling those barriers is now the challenge. None of these barriers is insurmountable in itself, but in combination they have created a chasm between the long-term unemployed and the world of work.

The Local Employment Service has been charged with bridging that chasm, and has succeeded in engaging with a fraction of the employers and long-term unemployed on either side. In order to solve Dublin's problem of long-term unemployment, the LES needs resources on a scale that matches the size of the problem.

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CHAPTER 3

National Initiatives on Unemployment — A Qualitative Assessment

INTRODUCTION

In terms of scale, the largest programmes in place to address long-term unemployment in Dublin are those devised at central government level. Some of these, like welfare initiatives, are purely national in character. For others, like FÁS centres, local decisions rather than national policy may be the most important. Purely local initiatives are relatively small scale in character. The challenge is to ensure the learning and the lessons from local innovation inform national policies and their delivery by the various statutory agencies.

The principal national programmes are:

- Community Employment.
- Tax and welfare measures to encourage the move from welfare to work.
- FÁS training for the unemployed.
- Employment Action Plan.

THE EVOLUTION OF NATIONAL POLICY

Since the early 1990s, national policy has begun to see long-term unemployment as requiring a different response as compared to short-term unemployment. Whereas unemployment policy had previously concentrated on getting the economy right and creating enough jobs, greater attention began to be focused on social policies, and on what was different about long-term unemployment. This focus on the long-term unemployed comes through successive official policy statements and reports, for example:

- Programme for Economic and Social Progress – proposals for Area Partnerships.
- NESF report "Ending Long-term unemployment".
- Report of the Task Force on Long-term Unemployment.
- ESF Evaluation Unit report "ESF and the Long-term Unemployed".
- P2000 provisions (para. 4.24) for the long-term unemployed.
- FÁS Action Plan for the Long-term Unemployed.

THE POLICY PATCHWORK

However, as national policies began to gear up to the challenge of long-term unemployment, different government departments proposed different measures to address the problem, with little co-ordination between them, or little understanding of how this patchwork of policies might come together on the ground.

Today, separate measures designed by FÁS, by the Department of Education and Science, by the Department of Social, Community and Family Affairs, by the Department of Enterprise, Trade and Employment, by the Department of the Taoiseach and by the Revenue Commissioners form a complex web of measures in which it is all too easy to get lost.

Although there is an Interdepartmental Strategy Group on Employment and Unemployment, little has been done to date to weld the different initiatives into a single coherent policy, to rationalise overlapping programmes, to prioritise the most effective programmes and to assign clear overall responsibility for policy.

One symptom of the maze of national programmes is that the INOU guide Working for Work which describes the different national programmes and sets out their eligibility rules, is 116 pages long.

WORK EXPERIENCE PROGRAMMES

Community Employment and Whole-time Job Initiative, with currently about 40,000 participants between them, have been remarkably successful at recruiting highly disadvantaged workers back into the dignity of paid employment. These, programmes form the backbone of thousands of voluntary organisations and community groups right around the country. They have, however, been less successful at bringing participants along the next step into the open job market.

(i) COMMUNITY EMPLOYMENT

The largest single national programme on unemployment over the last six years has been Community Employment (CE). The 37,500 current places on the programme are scheduled to fall to 28,000 under the terms of the recent National Plan. There are 11,500 participants in Dublin in 752 separate projects.

In its original design as the Social Employment Scheme in 1984, it was set up as a half-time work experience programme, paying half of the then average industrial wage. The intention was to kill two birds with the one stone - to provide and share out job openings where there was a chronic shortage of jobs, and to get work done which was of value to the community. The scheme was reshaped and renamed Community Employment in 1994, and the numbers on the programme were virtually doubled. The programme was again restructured in 1996, on the advice of the Task Force on Long-term Unemployment. CE was refocused towards the long-term unemployed and given the explicit goal of achieving progression into the open job market.

TABLE 3.1

COMMUNITY EMPLOYMENT STATISTICS

Participants, State		37,500
Participants, Dublin of whom		11,500
1 year option	*7,700*	
3 year option	*2,500*	
lone parents	*5,000*	
Progression rate (State) in 1998, left CE in 1997		72%
into employment	*31%*	
FÁS programme/education	*41%*	
Unemployment	*21%*	

Source: FÁS

DIRECT EMPLOYMENT SCHEMES AND PROGRESSION

ESRI researchers O'Connell and McGinnity[23] have evaluated how successful different labour market programmes are, having standardised for the different composition of participants on the various programmes according to age, education and so on. Their book was based on a survey conducted in 1994, of people who had completed programmes two years earlier (when SES rather than CE was in operation). The research examined the success of the different programmes in terms of placing people into work or further training.

They found that work experience made a negligible difference to future job chances, once the different composition of participants on the various programmes was taken into account. They argued that the current mix of active labour market programmes is overwhelmingly weighted in favour of those schemes which are least effective in terms of subsequent job placements.

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[23] O'Connell, P and F McGinnity (1997) Working schemes? Aldershot: Ashgate.

> ...the category of labour market programmes which has expanded most in recent years - direct employment schemes - is the programme type we have found least effective in improving the employment prospects of their participants... Accordingly we believe that the recent expansion of direct employment schemes is a policy choice which favours high volume programmes at the expense of quality and effectiveness... While many of those most marginalised in the labour market may need work experience programmes (or, indeed, basic training), our analysis shows that **unless participation in such a programme facilitates subsequent progression to programmes with strong market linkages in an individually tailored reintegration path, they are unlikely to convey durable benefits on their participants**
>
> *(our emphasis)*
>
> *O'Connell and McGinnity, "Working schemes?" (p. 142)*

WIDE VARIETY OF CE WORK

That research did not analyse whether progression was more successful on certain CE projects as against others, nor whether the type of job held on CE made any difference. In a programme covering so many different sponsors and individual job titles, there can be substantial variation in the quality of worker development and work experience from one sponsor to another.

For example, work experience as a secretary or accounts assistant is likely to transfer more easily to the open job market than work experience as a community worker. A sponsor who puts a lot of emphasis on career development, on goal-setting, and on progression is likely to have a higher success rate into open jobs than one who takes a hands-off approach to staff supervision and development.

ETHOS OF COMMUNITY SECTOR

The ethos of the community sector is a major strength in attracting people who have been detached from the job market back into the world of work. Participants see the sector as offering a supportive environment and job satisfaction. That very ethos, however, often makes for poor experience of, and poor links into, the world of mainstream employment.

CE HOURS

Another structural issue is the half-time nature of the work. This is clearly a very attractive feature for lone parents and others with family responsibilities. Many lone parents find it difficult to access equally convenient work in terms of location and hours when their period on CE is over. For those whose goal is full-time employment, however, CE offers a less than ideal preparation. The key attributes that employers want, irrespective of the job, are reliability, punctuality, and consistency in putting in the time and effort required. Part-time work offers only a limited introduction to this basic work discipline in respect of full hours.

The short hours worked also limit the potential to deliver training within the prescribed hours. Some projects (Northside, Blanchardstown) have developed a programme involving training in the afternoons in teleservices for people working on CE in the mornings.

SOCIAL ECONOMY OR SOCIAL SERVICES?

Trying to meet dual objectives is not really working in today's job market. Community organisations are finding it increasingly difficult to recruit certain categories of core staff under the scheme, and time limits on participation leave them with a frequent turnover of staff once they are trained.

Frequently it is community organisations in the very areas of high disadvantage which are most dependent on a transient staff to try and deliver quality services.

Where the community objectives of the scheme are clearly worthwhile, we believe these would better achieved through a dedicated Social Economy programme or other core funding.

The time has now come to separate out the element of CE which provides support for community services, and establish it as a separate programme, to be funded on a long-term basis in line with acknowledged needs. Long-term unemployed people from the local area should continue to get priority in recruitment and progression into long-term positions serving the community.

For example, with the recent announcement in relation to caretaker and other support positions in schools, local unemployed people who have been doing these jobs under CE should be given priority in terms of permanent recruitment.

The current proposals on the Social Economy will convert part-time CE posts into full-time social economy jobs. There is a strong enterprise focus to the proposals as set out in the P2000 working group report.

In working out the current proposals, there is therefore a real danger that approval under the social economy measure will become excessively contingent on communities and groups being able to raise matching funding or move towards economic viability. Clearly, this would be an inappropriate objective for the majority of CE-funded projects, which are in fact pure social service projects rather than ones with an economic dimension or a potential market. For example, a centre offering childcare, so that mothers can attend literacy classes or a drug rehabilitation programme, is never going to be wholly or partly self-supporting and will always require close to 100% subsidy.

WORK EXPERIENCE GEARED TO PROGRESSION

If the primarily social service elements of CE can be separated out into a dedicated programme, a more focused programme of supported work experience, with a strong progression element, should be implemented. This should build on the success of CE and JI in recruiting from the highly disadvantaged, and encouraging them to take the initial step back into the workplace. Supported work experience can offer a successful transitional stage towards the open job market, provided the right bridges are in place.

A central element of work experience programmes should be training in Core Skills, where participants acquire the confidence, the decision making skills, the functional literacy, numeracy, IT and presentation skills, and other key attributes that are needed in today's workplace.

One successful model, already in operation in a couple of areas, offers half-time CE work experience, half-time teleservices training. The combination of half time CE with half-time training ensures a much more substantial training input than is possible during normal CE hours.

CLEAR PROGRESSION PATHS

Clear progression paths, through progressively more challenging work into full time work experience and into private sector work experience, should be built into the design of work experience programmes - with a focus on progression into open employment. The JobRotation project in Northside Partnership offers open market work experience which is of benefit both to participants and to the employer concerned. Speedpak, run by the same partnership, offers open work experience in a Partnership-owned community business, funded partly by CE.

It is also essential to build bridges into mainstream training. The new £25 bonus to participate on training is a clear improvement on the situation where training was financially less attractive than CE. But FÁS report that there are still problems of incentives to train, given the financial costs of participation in terms of travel and meals, and the failure of allowances to keep pace with these costs. Another very real obstacle for people on very low incomes is the fact that FÁS training allowances are paid a week in arrears. People in this situation simply cannot afford to forgo a week's income. While ad hoc arrangements are often made to fill this gap for individuals, the problem needs to be solved by a simple change in the system, rather than leaving it to individual discretion.

(ii) WHOLE-TIME JOB INITIATIVE

The Whole-time Job Initiative (usually called Job Initiative), a full-time work experience programme for the older very long-term unemployed, began in late 1996, on the recommendation of the Task Force on Long-term Unemployment. This programme offers temporary (3 years) full-time work on community projects for the very long-term unemployed in the older age groups - those aged 35 or over, and over five years out of work.

There are about 1,200 people on Job Initiative in Dublin. Job Initiative effectively operates like a full-time version of CE in terms of the kinds of work done, but participants are paid the rate for the job (currently about £190 a week) and do not qualify for secondary benefits. This wage is seen as attractive by single people, but by few married heads of families, although participants can claim Family Income Supplement.

The Whole-time Job Initiative caters for a very disadvantaged group in labour market terms, yet in terms of sponsor support, fewer resources are available than for the half-time CE. Like CE, the quality of work experience is critically dependent on the ability of the sponsor to successfully manage a highly disadvantaged workforce. As a "one size fits all" programme, the three-year limit on participation is the same for those with reasonable hope of progressing to open market employment, and for those who are unlikely to make it on the open job market.

A SUPPORTED WORK OPTION

As we become more successful in reducing unemployment, a proportion of those who remain out of work will be people who experience major difficulties in accessing or retaining open market jobs. Those difficulties can arise for such reasons as age, literacy problems, physical or mental illness, inability to deal with stress, or alcohol or drug abuse.

Experience with the Job Initiative programme, which has recruited from a very disadvantaged group, has shown there are people who, in spite of difficulties in their lives, want to work and are capable of making a contribution. It is important not to write anyone with difficulties off as "unemployable" but to see under what circumstances people can be encouraged, supported and offered the chance to participate.

While for some, supported employment may be a transitional stage on the road from unemployment into an open market job, there are others who will never make that transition. For those whose difficulties make it highly unlikely that they will ever hold a job in the open market, we recommend that a supported employment programme be put in place, offering secure employment in an environment which has a range of supports available.

TAX AND WELFARE SCHEMES TO ENCOURAGE THE MOVE FROM WELFARE TO WORK

"HOW MUCH WILL I GET?"

Despite a plethora of welfare-to-work schemes - Family Income Supplement, Back to Work Allowance, Revenue Job Assist, earnings disregards with One-Parent Family Payment, retention of medical card and secondary benefits on certain schemes - unemployed people contemplating a return to employment find it hard to work out whether work pays, and to understand what constitutes the optimum choice.

Equally, employers tend to have very poor understanding of the intricacies of the welfare system, the real value of their job offer to those they are seeking to attract, and the detailed concerns of their potential workers around forfeiting the security of a welfare income.

Despite the complexity of the system, it should be possible to develop a package of computer programs, for use by employers as well as welfare rights workers, to calculate the net effect of tax and welfare incentives in an individual case. Lack of concrete information is a very real barrier to taking up work.

The Employers' Advice and Recruitment Service (EARS) runs a joint IBEC/Northside LES programme, sponsored by the Dublin Employment Pact, to make this type of information more accessible to employers in booklet form.

OVERLAPPING SCHEMES

Different Government Departments at various times have sponsored their own individual solution to the problem of unemployment. At times the emphasis appears to be have been more on who owns what scheme than on devising a package of measures which make sense to employers and potential workers alike. Some of the schemes are contradictory or mutually exclusive, e.g. Revenue Job Assist and Back to Work Allowance.

It is also possible to qualify for two schemes at the same time, e.g. it is now possible for someone on Back to Work Allowance to get FIS if total income comes below the FIS thresholds. The effort that has gone into making the changes in the tax and welfare codes has not been matched by a corresponding effort to publicise the programmes or simplify their operation.

BACK TO WORK ALLOWANCE (BTWA)

The Back to Work Allowance was introduced in 1994 to allow long-term unemployed people returning to work to keep a proportion of their social welfare payment over a three year period. There are two streams, one for employees and one for the self-employed, with roughly equal numbers of participants. Following a merger with the Area-Based Allowance, which operated as an enterprise support in the Partnership areas, the self-employed now have, four years on BTWA as against three for the employee strand.

The enterprise strand has 85% male participants, most being one-person businesses. A certain number of those participants would be regularising previous black economy work.[24]

The national total on BTWA is now 37,000, so it is almost the same size as CE, and the second most important labour market programme in terms of numbers. There are about 12,000 BTWA participants in Dublin, about a third of the total.

There is significant attrition over the course of the programme, with over 40% of those leaving the programme having dropped out. The ratio of drop-outs to completions on BTWA is 45% for the self-employed strand, and 68% for the employee strand, a proportion of whom may end up back unemployed.[25]

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[24] An evaluation Self employment and the long-term unemployed (1997) of the Area Allowance Enterprise Scheme by WRC produced estimates of previous black economy participation of 20-30%.

[25] There are 37,000 current participants, 15,000 have dropped out, and 11,000 completed. 9,500 employees have dropped out compared to 5,700 self-employed. (DSCFA; rounded).

An evaluation which is currently being prepared is understood to signal a substantial element of what economists call "deadweight" (outcomes that would have happened without any intervention) in this programme.

FAMILY INCOME SUPPLEMENT (FIS)

Family Income Supplement is one of three in-work benefits, the others being Back to Work Allowance and Revenue Job Assist. For employees who do not qualify for Back to Work Allowance, it is not prima facie clear whether FIS or Job Assist offers the best package. FIS requires people to apply formally, and the employer must sign the application forms.

It is estimated that only half of those who are entitled to FIS are receiving it, whether that is due to inertia, to lack of knowledge of how much people would get, or to stigma.

The recent Programme for Prosperity and Fairness proposes that a working group be set up to look at the alternative of paying FIS in the form of an automatic Earned Income Tax Credit.

FÁS TRAINING

FÁS training is the third largest programme engaging the long-term unemployed.

The FÁS Action Plan on Unemployment calls for a raising to 20% of the proportion of FÁS trainees who are long-term unemployed, and this is currently now being achieved. While FÁS maintain that they have now become more flexible, difficulties are still being reported with starting times for FÁS courses, which preclude people with family responsibilities.

TRAINING SPACE

In certain parts of Dublin, there is a distinct shortage of training capacity. The Cabra training centre is a national centre for apprenticeship and for training for the IT industry. As such, it is difficult for local unemployed people to access the limited number of free places in the centre. Unemployed people referred by the LES have been turned away from the centre due to the shortage of capacity.

Blanchardstown is a major area of unemployment with little or no effective access to a training centre. The Partnership has equipped a training facility in the centre of the village to offer computer training. Availability of premises to deliver training in the community constitutes a major problem. Given the high degree of unemployment in the area, and the proximity of the growing IT sector, Blanchardstown probably warrants a training centre in its own right.

Clondalkin is another area where the local Partnership has identified the shortage of training space as a major issue.

FINANCIAL CONSTRAINTS

Another shortage, this time of financial capacity for training, relates to forklift courses in the Tallaght area. There are reasonable jobs, paying £225-£275 a week, available in the area to people with forklift and basic stock control skills. While courses could be sourced for £500, which would lead directly into jobs, the discretionary budget of the LES only amounts to £2,000 for 125 LES clients.

From the State's point of view, it is more cost-effective to send someone on a £500 course, with a guaranteed job at the other end, than to use one of the more expensive interventions, such as CE or Job Initiative.

ANTICIPATING FUTURE DEVELOPMENTS

Some Partnerships are anxious to see local labour clauses inserted in proposals for new development in their areas, such as the demolition and rebuilding of Ballymun. If this is to become a reality, appropriate FÁS or external training will be needed for local people in advance of development.

Some FÁS construction courses are currently suspended as trainees can find ready work in the current construction boom at better wages than FÁS training allowances. In the longer term, these workers will lack accredited skills, and would be vulnerable to unemployment in any downturn.

RETURN TO EDUCATION PROGRAMMES

The Vocational Training Opportunities Scheme (VTOS), which aims to encourage unemployed people to return to education, is run by VECs (Vocational Education Committees) reporting to the Department of Education and Science. Adults participate in special adult classes. The Department of Social, Community and Family Affairs offers a parallel programme, which allows people who are six months out of work to retain their benefit if they do approved courses, in mainstream classes. This is mainly availed of for third-level education.

THE EMPLOYMENT ACTION PLAN

The 1997 European Union Employment Guidelines, which were agreed at the November 1997 Luxembourg Employment Summit, called for a refocusing of unemployment policy on preventing the drift into long-term unemployment.

The Guidelines provide that:

1. Every young person (under 25) is to be offered a new start before reaching six months of unemployment, in the form of training, retraining, work experience, a job, or other employability measure.
2. Unemployed adults (aged 25+) are to be offered a fresh start before reaching twelve months of unemployment through similar measures or individual vocational guidance.

Ireland's Employment Action Plan (1998) was drawn up to implement these Guidelines. It has been progressively extended to cover the target groups of unemployed.

• **Under 25s, at six months unemployment threshold**	**Sept. 1998**
• **Under 25s, at 18 months unemployment threshold**	**March 1999**
• **25-34, at 12 months unemployment threshold**	**May 1999**
• **35-54, at 12 months unemployment threshold**	**Feb, 2000**
• **Pilot, all unemployed 6 months plus, Ballyfermot/Kilkenny**	**Oct. 1999**

The Ballyfermot and Kilkenny pilot element covers all unemployed people over six months out of work who are not otherwise included in the Employment Action Plan or currently engaged with the Local Employment Service.

Under the Plan, unemployed people who reach the threshold for their age group are referred to FÁS for interview. Those who do not attend for interview or who do not accept an offer of intervention may be referred back to the social welfare authorities for review of their payments. A high proportion of those contacted, both FÁS attendees and non-attendees, have subsequently signed off the Live Register.[28] The table below gives the proportion of those contacted who subsequently have moved into jobs, education or training.

While the monitoring figures track outcomes for a further four months in the case of under-25s referred after six months of unemployment, there is currently no systematic tracking of how enduring the outcomes shown above are over the longer term. Some people may be signing off the Live Register but be back on it within a relatively short time, and these would not be picked up until they reach the trigger points again.

Some of those contacted under the Employment Action Plan are adjudged not yet ready to progress, some are offered ongoing guidance by FÁS, and others receive that guidance from the LES.

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[28] 58% of the under 25 years, 6 months group and 68% of the 25-34 year old, 12 months group left the Live Register.

TABLE 3.2

DESTINATIONS OF THOSE CONTACTED UNDER THE EMPLOYMENT ACTION PLAN - ALL REFERRALS

	Job	FÁS	Total Education	Progression
U 25s, 6 months	32%	13%	4%	49%
U 25s, 18 months	22%	12%	3%	37%
25-34, 12 months	22%	12%	3%	37%
Ballyfermot, all 6 months +	12%	6%	9%	27%
Kilkenny, all 6 months +	13%	17%	9%	39%

Source: Monthly Progress Report on Employment Action Plan, January 2000

TABLE 3.3

EMPLOYMENT ACTION PLAN PROGRESSION, ON-GOING GUIDANCE AND "NOT PROGRESSION READY"

	Progressed	LES Guidance	FÁS Guidance	Not ready
U 25s, 6 months	49%	5%	5%	4%
U 25s, 18 months	37%	7%	8%	6%
25-34, 12 months	37%	4%	11%	7%

Sources: Report on Employment Action Plan, January 2000

An analysis of the "not progression-ready" group, conducted by FÁS, shows that issues like illness, poor literacy, substance abuse and other personal difficulties are significant reasons, while another group had limited availability for work due to pregnancy, studies or emigration plans. Just under half of the sample had completed junior level secondary education.

Economists use the term "deadweight" to describe spending to achieve a particular outcome which would have happened in any case without the expenditure. It is likely, given the current buoyant job market, that many of the short-term unemployed who got work, having been referred to FÁS under the Employment Action Plan, might have got work in any event without that intervention. Not all of the successful outcomes can be directly attributed to the Plan.

It might be a more effective use of resources to target intervention, and do so at an earlier stage, on young people whose profile indicates that they are at highest risk of becoming long-term unemployed. Profiling unemployed people when they first sign on, for example by age left school, jobs ever held and parental unemployment status, could focus fairly quickly on those people most at risk of long-term unemployment. For those at high risk, it may be more effective to offer targeted help when they first sign on, rather than waiting until they have been six months out of work.

There is also a real risk that, under the Employment Action Plan, the concentration of resources and attention on stemming the flow into unemployment may divert resources and attention away from the more difficult problem of assisting those who are already long-term unemployed back into work. A recent (July 1999) position paper from the Department of Enterprise, Trade and Employment to the Strategy Group on Employment and Unemployment has counselled the need for a balanced approach.

The recently published National Economic and Social Forum Report on the Local Employment Service calls for greater co-ordination between the LES and other employment interventions, and in particular for a clear strategic framework for the relationship between the Employment Action Plan and the LES.

The Employment Action Plan involves systematic contact with each unemployed individual in specific target groups. The LES is intended to be a model of in-depth personal engagement, and its ethos is one of voluntary participation. There are complementary strengths which could be used to provide a more effective and integrated service. The systematic contact approach, if allied to the LES model of in-depth guidance, and the range of innovative interventions on offer through Partnerships and the LES, could offer a more effective and comprehensive service to the long-term unemployed.

CONCLUSION

The multiplicity of initiatives aimed at dealing with long-term unemployment have evolved over the years into a convoluted tangle, through which potential employers and employees must try to find their way. These initiatives must be streamlined and clarified so that people can make informed and rational decisions about their careers. Information technology should be put to use in providing accessible information.

An integrated package of supports and incentives to return to work should be informed by the situation of the people who are unemployed, rather than the requirements and viewpoints of the agency or agencies administering each scheme.

The labour market functions of work experience programmes such as Community Employment and Whole-time Job Initiative should be separated from their social functions and be clearly targeted towards progression into open employment.

The social service/supported employment functions should receive specific and stable funding in their own right.

Increased provision and flexibility of FÁS training would offer a more accessible route back to the mainstream for many excluded people.

The perceived success of the Employment Action Plan in stemming the flow of young people into long-term unemployment should not distract attention from the continuing existence of the large number of people who have now spent years of their lives with no hope or likelihood of getting a job.

CHAPTER 4

Local Initiatives — Key Lessons from Best Practice

INTRODUCTION

This chapter sets out what we see as the key learning points from innovative and successful local initiatives, primarily those supported by Area Partnerships. The key success factors are grouped together under seven main headings. Some brief examples are given of where these factors are at work in a particular Partnership, project or LES.

Selected examples of the different kinds of projects, their scale, outcomes and unit costs, are described in Appendix 5.

A more comprehensive listing of different kinds of unemployment projects and initiatives, grouped by primary element, can be found in Appendix 6.

AREA PARTNERSHIPS

The first twelve Area Based Partnerships, set up under the Programme for Economic and Social Progress (PESP), were given the remit to develop area-based responses to long-term unemployment, and were given substantial freedom to innovate. Apart from the model of bringing local actors from the community and statutory sectors together with local social partner representation, there is no single "model" of what a Partnership should do. Some Partnerships see their role as a catalyst, to get the statutory sector to move on ideas they have piloted. Others put more emphasis on service delivery rather than innovation. Some Partnerships have a greater enterprise focus, others put a lot of emphasis on community development and capacity-building. Some Partnerships cover a fairly small and homogeneous area with a clear neighbourhood identity, e.g. Ballymun, while others have an extensive and mixed catchment, e.g. Northside, Southside. Partnerships include most of the most deprived pockets in the city. Together they account for about 80% of Dublin's unemployment.

It is difficult to get statistics on the overall scale of engagement by Partnerships from the ADM management system, and that scale of activity must be judged in the context of the Partnerships' role as catalysts and not just service providers. Apportioning the 1998 expenditure over the figures for individuals assisted (and excluding groups) would give a unit cost of around £650 a head, admittedly a very crude estimate. More detail on Parnership activity in Dublin in 1998 is presented in Appendix 4.

TABLE 4.1

PERSONS/GROUPS FUNDED BY PARTNERSHIPS 1998

Self-employed enterprise start-ups	1,921
Job placed	2,226
Preventive Education	5,444
Training Education for Adults	*1,900*
Sub-total, individuals	*11,491*
Groups funded/given training	*850*
Expenditure, Partnerships and groups	**£7.4m.**

COMMON THEMES FROM LOCAL PROJECTS

Some common points emerged almost everywhere from our research.

- As unemployment falls, the needs are far greater among those who are left.
- Older men are the most difficult group to encourage into programmes.
- Lone parents are anxious to participate, but childcare is a major obstacle.
- Employers want good work habits – reliability, attendance, timekeeping, commitment.
- Employers are eager for workers but want them now – few plan ahead for those not yet job-ready.
- More young people are leaving school early, into dead-end jobs with little prospects.
- Statutory agencies mainly work with local groups on an ad hoc, personal basis, with no policy framework of structured co-operation.

KEY SUCCESS FACTORS

1. ETHOS AND APPROACH

Belief in the individual's prospects for success

By this we mean the belief in the ability of people left behind by the system to progress further. Projects that aim high are more likely to help people reach their potential than projects which aim low. Believing in people who have lost belief in themselves is important in raising self-confidence and horizons.

Projects like FIT, Tramlines, Bitewise and others, which offer IT training to long-term unemployed people, are based on the belief that many unemployed people are capable of getting jobs in the fast-growing and well-paid IT industry.

For young people in particular, a culture that people can move on and get careers raises their expectations and horizons. This underlies the widespread view we met, that early school-leavers in dead-end jobs should form part of the remit on long-term unemployment.

Client focus

Since many long-term unemployed people have lost confidence in themselves and in the ability of public bodies to help, earning trust through an ethos that respects the individual is essential. Always get back to clients and give them information on where they stand (example: Tallaght LES).

Provide a one-to-one Job Advocate service for people with disabilities (example: Clondalkin, now mainstreamed by the Eastern Health Board). When selecting for programmes, offer "rejected" applicants something else (examples: Northside, Ballyfermot). Design training programmes so that trainees see them as enabling them to perform tasks rather than remedying personal inadequacy (example: Core Skills, Blanchardstown).

Giving the process time

The profoundly detached can be attracted on to programmes, but need intensive support. Some participants can be very slow to join in, and terrified of mixing. Showing an interest in people, respecting them, and taking things at their own pace are central to maintaining participation and progress (example: Choices, Shankill).

Voluntary participation

Voluntary participation is seen as a strength by many Local Employment Services – their view being that people make more progress when they choose to participate rather than feeling under duress. For example, Tallaght LES asks clients to sign a contract, in which the client and the mediator both undertake to keep their side of the arrangement.

Consultation

Programmes that are designed in consultation with the intended users are likely to be more effective in attracting participants and meeting their needs.

Examples

In Blanchardstown, the Partnership set up local Unemployment Action Groups. From meetings of the group held in people's houses, the framework for the local LES emerged. The Departures programme in Finglas, as well as Nowtec in Ballyfermot, were devised through consulting potential participants in the induction phase. Tallaght LES holds regular focus groups to ask participants their views.

2. OUTREACH

Some organisations have developed quite sophisticated outreach strategies, other organisations do not invest much effort in outreach, and deal mainly with clients who come in themselves. Effective outreach should offer people a simple set of steps to take to achieve a credible outcome.

Leaflet drops

This method is frequently used, with mixed results. Tallaght LES uses door-to-door leafleting on targeted streets, and call back at the time stated on the leaflet. People can fill in their details on the leaflet and drop it back to the LES if they miss the call. KWCD LES (Kimmage, Walkinstown, Crumlin, Drimnagh) have targeted streets with high unemployment levels (on the basis of the 1996 Census) to drop leaflets.

Door-to-door recruitment

Build up a database from replies, which can be used for future campaigns (example: Tallaght LES).

Open days in the Social Welfare Local Office

Locate LES staff at a stall on signing days, as one of several options on offer. Ensure that all those expressing an interest are followed up by telephone or letter (example: Tallaght LES).

Circulating community organisations

This is seen as relatively ineffective.

Contact points within the community

Community-based contact points are seen as more effective than central points (examples: Blanchardstown LES, Tallaght LES). Tallaght's LES was subcontracted to organisations who had credibility within communities, and put in bids to run the service.

Tallaght LES see this local presence being complemented by a more active outreach strategy, including knocking on doors and being present in the social welfare office, rather than being confined to five physical locations. However, Choices in Shankill felt that it had been a positive move to go from a premises in the centre of a deprived estate to a row of shops near the village centre. They felt that it motivated clients to move out of their area, and conferred more anonymity on service users.

Good signposting

The Local Employment Service has not established a clear national identity. Its Obair logo is generally small, and is not very striking or obvious to the uninitiated. As an exception, in Crumlin village, the JobShop is clearly named and is signposted throughout Crumlin.

Direct reaching out to people in their own communities

Use local outreach workers with local credibility (examples: Tallaght, Larkin Centre, Canal Communities). Target snooker halls, pubs etc – places where unemployed people meet. (example: Canal Communities).

Work with other members of the same family

Build a web of links. An example of this is where parents of young trainees/apprentices in Ballyfermot are invited to see the training contract being signed. This occasion is used to offer parents access to local services if they are out of work or would like extra training or education.

Cross-referrals between local agencies

Forge links between different agencies who are addressing the same target group. For example, participants in the Youth Development Project in Finglas were recruited onto a specific training programme for early school-leavers (Departures).

An offer for everyone

It is important that everyone who applies in response to an outreach campaign should be offered a place on some suitable programme, even if they do not get a place on the one they applied for (examples: Northside, Ballyfermot).

Use the Social Welfare database for targeted mailshots

This is the most obvious way of getting in touch with people who are paid on a weekly basis by the State. Example of this are where Clondalkin LES selected Unemployment Assistance claimants eligible for Job Initiative (5 years unemployed, aged 35) via the Department of Social, Community and Family Affairs (DSCFA), and sent letters to them about the Initiative.

The Department also wrote to 200 people at the request of Tallaght LES, with a focus on letting unemployed people know about opportunities rather than policing the register. Choices in Shankill also uses this method.

Recognise the "semi-unemployed" as part of the target group

People who are not technically unemployed, but whose jobs are going nowhere, may drift into unemployment through a series of piecemeal jobs. The Local Employment Services in Tallaght and Ballymun see this as an issue in their areas.

Early school-leavers have poor employment prospects and are at high risk of long-term unemployment. Examples of intervention with this group are Clondalkin's Youth Support and Training Unit and, Ballyfermot's Cherry Orchard horse project.

Target older men

Over 80% of the very long-term unemployed are men, and a third of long-term unemployed people are aged over 45. Older men are a significant group of long-term unemployed, and they are also the group least likely to participate in programmes. They tend to be attracted by practical programmes like forklift training, with a clear path to "male" employment. Functional training is attractive to them, as are courses labelled as Core Skills rather than Personal Development.

Some examples: Initiatives such as Workmate 40 (Ballymun Partnership) offer guidance and support to the long-term unemployed aged over 40. Recruitment for this is partly through local men's groups. Cafta's Right to Work programme, also in Ballymun, has been reasonably successful in attracting men. Finglas/Cabra Partnership runs a Men Over-35's Programme with certification in forklift driving. Northside Partnership runs a Motivation Programme aimed at people over 35.

Canal Communities LES are recruiting peer outreach workers to build credibility, and are planning to target pubs and snooker halls, where older men congregate.

Tallaght Partnership has now set a minimum gender quota of 30% male participation on programmes.

Explain the welfare implications of taking a job

Unemployed people are often afraid of losing the security of benefits, including secondary benefits, and are loath to risk trading them in for a small and precarious income. The details or welfare-to-work programmes, aside from Back to Work Allowance, are not widely known. Examples of where this issue is being systematically addressed include Blanchardstown LES, where a welfare rights worker was seconded from DSCFA (now back in the Department). People had great belief in the accuracy of his information and what the welfare-to-work programme would mean for them.

Target people exiting CE.

Participants on Community Employment schemes have already taken the first step towards getting back into the world of work. Some LESs actively target CE workers coming up to the end of their time on the scheme, to begin looking at options for the future.

Employment Action Plan referrals

As a result of the EAP, which began with under-25s reaching six months on the Live Register, and is now being extended to all those over 25 reaching 12 months on the Live Register, more people are approaching the Local Employment Service.

Consultation with non-attenders on programmes

This approach is used in Finglas/Cabra and in Tallaght. It includes calling out to non-attenders at home, to offer support and encouragement in completing programmes, as well as including them in focus groups to establish why they are not using the service

3. OUTREACH TO POTENTIAL EMPLOYERS

Contact for employers with long-term unemployed

If the long-term unemployed are detached from the jobs market, so too are employers detached from this potential supply of labour. Structured links between the LES and local employers can help bridge the gap (examples: JobMatch, Northside; LES Blanchardstown).

Most LESs have Employer Liaison Officers whose job is to contact and engage with employers.

Contacts with Chambers of Commerce

A number of Partnerships have formal links with the local Chamber of Commerce. Representation on the board of the Partnership or the LES can be fruitful, provided it is at the appropriate level.

Both Dublin and Tallaght Chambers of Commerce have set up Schools' Business Partnerships. The Dublin Chamber works with inner city schools. Mentoring is offered to 5th and 6th year pupils by member firms, including help with CVs and mock interviews. Ulster Bank middle management and the Dublin Funds Industry Association have been particularly active on this programme. Employers offer 6-week work placements in the summer. 35 students have gone on from this programme to full-time jobs.

Regular meetings with local employers

Bring together local employers in a network to identify the issues they face in terms of recruitment. Set up Human Resource Forums with HR managers. Encourage employers to look for task-based capabilities rather than irrelevant qualifications. Set up Employers' Forums (example: Blanchardstown). Discuss what tasks employers actually need to be done, rather than using standard job descriptions (example: Tallaght). Offer ongoing support, to both employer and employees, where new employees have had a difficult history (example: Finglas/Cabra). Practical ongoing support offers the best reassurance to those thinking of breaking with conventional recruitment. Give employers something they want – e.g. JobRotation (example: Northside). Provide job matching service to link employers with people who are ready and available for work (example: Northside).

Tell employers about in-work benefits

Few employers understand the intricacies of the welfare system and the rules on in-work benefits. As a result, they do not know what their job offer is actually worth,. Letting them know enables them to pitch a job offer appropriately (example: EARS, Northside).

Structured involvement by local business in supporting and recruiting from local community

Examples

- Blanchardstown – support from IT industry for local schools, and sponsoring a computer training facility in the Partnership offices.
- Bank of Ireland/NCI training in financial services/IT for people living near the IFSC, with guaranteed jobs in the bank for those who succeed on the course.

4. EDUCATION PROGRAMMES

Core skills programmes

Many long-term unemployed people lack the key skills to obtain and keep a job. Problems with literacy, poor skills and low levels of education are some of the obstacles. These difficulties can be compounded by poor self-confidence and an overall negative view of life and one's own potential.

Other less tangible skills are often missing. These include time management, ability to work with others, ability to take direction, ability to take decisions. These skills are sometimes covered by "personal development" courses, but many people, particularly older men, may be put off by this terminology. Such skills are difficult to master in the abstract but can be taught through practical work (e.g. Blanchardstown Core Skills programme). The terminology of Core Skills, and its task-based content, are aimed at building up the skills and confidence of unemployed people in a non-threatening and acceptable way.

Functional learning

Classroom learning and training in the abstract can be difficult, especially for people whose previous educational experience was bad. More functional approaches to learning are proving successful. For example, not "computers" but the specific computer requirements for stock control as part of a forklift course; not "literacy" but learning how to handle certain kinds of written material, like forms in common use. Programmes like this, which address literacy, numeracy, IT and personal development in a functional way, answer the basic question – what do I need to do the following tasks?

Bridges to education

Facilitate the transition from community to formal education by running taster courses, combined with literacy, counselling and personal supports, for people who had poor experiences in the education system (example: Return to Education course, Dublin Inner City; now ended).

Nominal charges for flexible learning opportunities

Financial and psychological barriers to learning can be broken down by programmes offering flexible, self-directed learning, with support, at a nominal charge. An example of this is Crumlin Open Learning Centre, which charges £1 an hour for computer learning.

Targeted programmes for young people at risk of school drop-out

A number of programmes are being run for this vulnerable group. One example is Choices, in Finglas – which includes a homework club and tutorials for children whom teachers identify as being at risk. The project also runs a summer programme and supports the children on return to school.

5. STAYING THE DISTANCE

Incentives to complete programmes

Examples of such incentives include a written contract with participants to encourage sense of moral obligation (Tallaght LES). Sanctions and rewards based on punctuality, attendance, etc., have proved effective – for example the payment of a bonus on completion, to reward participants for staying the distance (Departures, Finglas).

Follow-up of programme drop-outs

If people do not attend or finish a course, there is a reason. Finglas/Cabra Partnership have a system of calling out to visit participants who do not turn up for their course. This is labour-intensive, but emphasises the importance of participation and the value placed on each individual. Tallaght LES also follows up non-attenders.

6. MEETING SPECIAL NEEDS

Package of integrated support

Where a family or individual faces multiple problems, the relevant agencies need to liaise effectively, to deliver an integrated response.

Counselling

Many people who are profoundly detached from the labour market have other problems in their lives, often ones which predated their unemployment. They need help with such problems if they are to progress in terms of a job. People who were victims of child abuse, ex-offenders, people with alcohol problems, former addicts are to be found among the very long-term unemployed. Personal development elements in programmes often bring up major unresolved issues for participants, and back-up counselling is essential.

Examples of where counselling back-up is available to programmes include Finglas/Cabra and Choices in Shankill. Finglas/Cabra also makes a counsellor/support worker available to those who move into mainstream training.

Aftercare and post-placement support

Moving from unemployment into work is a gradual process, which cannot always be marked off into neat stages. Aftercare support from project staff, with whom a relationship of trust has been established, is critical when people meet a hurdle at the next stage. Things don't end when an unemployed person gets a job, and difficulties are bound to arise. Post-placement support for workers and employers can help iron out such difficulties, and ensure that more jobs are sustainable (example: Job Advocate, Clondalkin).

7. TRAINING/WORK EXPERIENCE

Job-led training

When **employers** are involved from the start in the design of training courses, and are prepared to employ graduates on completion, participants are motivated by the prospect of a real job at the end. Examples are: FIT, teleservices, JobRotation, DDDA's Local Labour initiative, and Ballymun's training programmes run in conjunction with Beaumont Hospital and Great Southern Hotels.

Another example is the forklift courses run by Ballymun Jobcentre for older men, which were successful in recruiting participants and had a virtually 100% job placement rate. For unemployed people disillusioned by previous courses which led to nothing, training which has a job at the other end is likely to be much more attractive.

Fast-track to IT, Tramlines, Bitewise and similar IT programmes

These programmes are a special case of the job-led training described above, but the feature which has attracted most attention to them is the "leapfrogging" of people with minimal education into the IT sector. These IT programmes are selective on ability, but not on formal qualifications. There are limits to the extent to which such programmes for "lost high-flyers" can be generalised, but there are wider lessons to be learnt from the success of these programmes.

1. **Aim high**
2. **Train for identified vacancies**

Working back from employer needs

Liaison with employers led to the design of the courses, in these examples. This approach works back from vacancies identified for six or twelve months' time, delivers tailored training, and has people capable of doing the job when the employer is looking to hire. This is in contrast to the more usual approach where unemployed people are given generic training to bring them to a state of job-readiness, and the LES at that stage seeks to find a job opening to match.

Locally-based training

It is often difficult for people to travel to training courses, due to poor transport links, cost or family responsibilities. In response to this type of problem, CERT offers training to local people in facilities provided by Partnerships in Clondalkin and Ballymun.

Training mix adapted to the needs of the target group

People are more likely to benefit from training if the content and format are geared to their needs (examples: Ballymun, Finglas/Cabra, Blanchardstown).

Family-friendly timing of programmes

Childcare responsibilities are a major barrier to the participation of primary carers, predominantly women, in programmes that can lead to a job. When programmes are flexible, and structured around the times when children are at school, they are much more successful in attracting and retaining the participation of women. Examples of this are: Nowtec in Ballyfermot and the Integra flexible learning project in Tallaght.

Providing and/or funding childcare

Where affordable childcare is available, it is a success factor in enabling parents to work or train. However, its cost and scarcity put it beyond the reach of many parents, who would like to work outside the home, but cannot access childcare. Another problem is that staffing in childcare facilities is largely dependent on Community Employment and Whole-time Jobs Initiative, both of which are work experience schemes with built-in turnover of staff.

Childcare issues were cited as a major stumbling block in every Partnership area. For example, lack of childcare was one of the main reasons for the termination of Dublin Inner City's Return to Education course. Tallaght Partnership runs a childcare service, but has difficulty covering costs while keeping it affordable, Blanchardstown Partnership was paying for private, home-based childcare for course participants, who faced problems when EU funding authorities asked for invoices and tax clearance.

Enterprise support programmes

These programmes are widely available to support long-term unemployed people who are setting up their own business. Examples include WEB (Tallaght), Enterprise support (Larkin Centre), CBEDS (Northside). These programmes offer:

- Preparation for business.
- Personal development.
- Balance between classroom learning and own-time business development.
- Mentor support.
- Peer support.
- Accounts assistance.
- Use of secretarial and fax facilities.

Open market work experience

Community Employment and Job Initiative offer work experience in the community sector, which can often be a poor preparation for the open job market. Job trials, job rotation, and community projects like Northside's Speedpak, which is run on business lines, can offer a more relevant preparation for the open job market.

Work trials

Work trials can be valuable for both sides. Workers can get real work experience, their abilities can be tested on the job rather than in an interview, and they can find out if the job suits them. Employers can make a job offer on trial without undertaking a permanent commitment (examples: Job Advocate, Clondalkin; JobRotation, Northside).

Speedpak, Northside

This community business in a factory unit offers open market work experience in a supported setting. CE funding and sales income are used to give a rate for the job. It is run as a business, competing for contracts, and workers are expected to meet set production targets. On this CE project, workers get open market-style work experience combined with core skills training. The funding is brought together imaginatively from a variety of sources - CE, Dublin Employment Pact, premises from the IDA, sales income - but the funding basis is precarious.

Creative use of CE

There are many examples of where Community Employment is used creatively, to give participants something extra. A number of projects combine CE with structured afternoon training, for example in teleservices. Others use special CE schemes to deliver core skills, help stabilise drug users, or provide pre-enterprise training. The Speedpak factory is run on a CE basis, but this method of funding is a constraint.. In the Inner City area, the Dublin Adult Literacy Centre (DALC) uses a CE scheme to run a literacy course.

As well as these creative uses if CE, LES mediators in several areas make a point of following up CE participants and encouraging their sponsors to ensure that the goal of progression is kept in sight (examples: Northside, Canal Communities).

CONCLUSION

"Mainstreaming" is often used in the community sector to describe the attainment of secure, core funding for a project. However, a project is only truly mainstreamed when the major national players FAS, Department of Education and Science and so on take the learning from small scale projects on board and incorporate it into their mainstream practice.

The piloting of individual programmes has led to a great richness and variety of approaches. However, since many organisations depend on a patchwork of grants from different sources to fund their programmes, continuity of successful programmes is often uncertain from one period to the next. It is important that the lessons from a particular project should not lost if is terminated. Instead, the best of these ideas and experiences should inform mainstream practice.

CHAPTER 5

Recommendations

THE SCALE OF THE LONG-TERM UNEMPLOYMENT PROBLEM

This report has identified the potential target group for programmes to counter unemployment as being up to 37,000 people, a minority of whom are in the active job market. With no shortage of jobs being created, the focus of policy on unemployment should be on social programmes to bring the excluded in from the margins rather than on job creation as such. **A key recommendation is that action on unemployment must be on a scale to address the outstanding problem.**

THE OBSTACLES TO ADDRESSING IT EFFECTIVELY

Barriers – unemployed

- Withdrawal from the labour force
- Poor education and skill levels
- Perceived poverty traps
- Personal problems

Barriers – employers

- Entry criteria for jobs
- Reluctance to hire unemployed
- Poor support structures
- Little planning ahead for future needs

How best can the barriers between employers, who complain of labour shortages, and the unemployed, who can't get steady work, be turned into bridges? This means addressing the issues for the long-term unemployed, addressing issues for employers, and building links between the two sides. This is primarily the mandate of the Local Employment Service, which was set up to provide an individually tailored pathway from long-term unemployment into the world of work. Almost half those who used the LES in 1999 were long-term unemployed, while one in five were lone parents. The current scale of engagement by the LES, with 4,400 clients, represents just a fraction of the number of long-term unemployed in Dublin, however measured. Older men are seen as the hardest group to reach and engage.

Almost all the individuals or families being targeted by the LES receive a weekly payment from the state. This point of contact can be used in a systematic and positive way to let people know that positive options and help are available. This can be complemented by community based contacts to spread the word. Where people appreciate the quality of the service they get, good word of mouth is one of the most effective methods of encouraging others to avail of it.[27]

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[27] Ballyfermot LES report that half of their clients come by word of mouth.

SOLVING THE PROBLEM

The following are recommendations for action to solve the problem of long-term unemployment in Dublin.

1 CORE RECOMMENDATION – EXPAND THE SCALE OF THE LES

Our core recommendation is that programmes to address long-term unemployment must operate on a sufficient scale to reach everyone who is long-term unemployed or at high risk of unemployment. The Local Employment Service should be the main bridge between the world of unemployment and the world of work.

This means that sufficient resources must be allocated to the Local Employment Service to enable this to happen. An additional £8m. a year, (approx.), would be needed to fund a five-fold increase in activity.

2 MAKE COMPREHENSIVE CONTACT

Systematic outreach to all of the LES target groups. Use the DSCFA (Department of Social, Community and Family Affairs) database to contact potential clients with a positive message on what the LES has to offer, complemented by successful community outreach strategies which don't rely on the written word, e.g.:

- Door-to-door contact.
- Target known local unemployment blackspots.
- Network with family members of clients.
- Place information stands in Social Welfare Local Offices.
- Use places where the community meets – pubs, clubs, shops.
- Create networks of contact points out in the community.
- Phone or call to people who express an initial interest.
- Run special programmes for older men.
- Seek referrals from relevant groups – men's groups, youth projects, etc.
- Link in with the Home/School Liaison Service, and offer a service to parents.
- Good advertising and signposting.

3 MARKET THE LOCAL EMPLOYMENT SERVICE

There is little national marketing of the LES concept and *Obair* brand name. The Job-Shop title used by the KWCD Partnership (Kimmage, Walkinstown, Crumlin, Drimnagh), for example, sends a much clearer message to those who do not know of the service. There needs to be national and Dublin-wide marketing of the LES concept, with a simple message and good signage – identifying it clearly as a jobs service to the unemployed. Ensure that premises are visible, well signposted, and that the nature of the service is clearly signalled on the outside.

4 FOCUS ON THE INDIVIDUAL'S FULL RANGE OF NEEDS WITH INTEGRATED SERVICES

Provide integrated and intensive support for individuals and families who are profoundly excluded, and those at high risk. Unemployment initiatives should address individual circumstances which may prevent a person taking up a job, and not just focus on the lack of a job. The LES should be resourced to access appropriate services for special needs, such as:

- Literacy.
- Counselling.
- Drug or alcohol programmes.

These services should be available to clients in mediation, on CE schemes, in FÁS mainstream training or on other programmes.

- Build structured working links with services catering for special needs, such as the National Adult Literacy Agency (NALA) and Drugs Task Forces.

5 INTEGRATED TARGETING OF AREAS OF CONCENTRATED DEPRIVATION

Follow the Integrated Service Plan approach. Ensure that statutory agencies develop and implement plans to improve living conditions, community morale and community life, and work together to achieve agreed outcomes. Encourage an area focus on area outcomes by regional and national bodies. This should include:

- Early identification of families and children at risk.
- Intensive support for such children to encourage them to complete their education.

6 A COMPREHENSIVE, ACCURATE INFORMATION SERVICE TO THE UNEMPLOYED

Make it simple for unemployed people and employers to work out what a job offer is worth and what in-work benefits are available. Ensure that people know what they might gain in place of existing social welfare income.

- Develop a computer program which will work out the combined package of in-work benefits/net pay/secondary benefits for any given set of circumstances (e.g. lone parent, two children, job offer of £5 an hour; couple, three children, job offer of £250 a week).
- Make this program widely available to advice services, welfare rights workers, LES and FÁS staff, employer networks and open-access computers – in community-based locations like information centres and public libraries.

7 BUILD UP CORE SKILLS

Integrate a core skills approach with all training, to develop personal and other basic skills in tandem with vocational skills needed in the workplace. Core skills include:

- Communication.
- Working with other people.
- Time management.
- Dealing with stress.
- Functional literacy.
- Functional numeracy.

8 TRAINING WITH A PURPOSE

Identify future skills needs with employers, and design training programmes which lead clearly to jobs.

- Publicise training as a means to an identified job with an identified employer.
- Identify jobs of interest to older men, with relatively short training requirements (e.g. forklift).
- Prepare for Local Labour Clauses in major redevelopments – e.g. Ballymun, Docklands – by relevant pre-training and training in preparation for jobs.
- All training should be certified.

9 FLEXIBLE AND FAMILY-FRIENDLY TRAINING

- Make FÁS training available at family-friendly hours.
- Provide crèche facilities with training.
- Ensure that transport to training centres is available.
- Provide courses where training needs have been identified.
- Provide pre-training courses to prepare people for mainstream training.
- Back up supports should be available in mainstream training for high-needs trainees.
- Provide training/education on a part-time basis to upskill early school-leavers who have moved into dead-end jobs.

10 ADDRESS SHORTAGE OF TRAINING PLACES IN WEST DUBLIN

Difficulties have been experienced in accessing training in West Dublin, particularly in the hinterland of FÁS's Cabra centre, which acts as a national centre for many courses.

- Provide training centres for Blanchardstown and Clondalkin.

11 FINANCIAL INCENTIVES FOR TRAINING

- End the practice of payment in arrears at the start of training, so that participants do not lose a week's income.
- Update transport and meal allowances.
- Provide financial assistance towards the cost of childcare.
- Bonuses for good attendance and completion of courses should be considered.

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12 MORE FOCUSED WORK EXPERIENCE PROGRAMMES

- Separate the goal of funding for social projects from the goal of a progression path into open employment. Run separate programmes for each of these goals.
- Work experience programmes should build systematic links to the open job market.
- When describing what they want in a worker, employers emphasise reliability, timekeeping and good work habits. Work experience programmes should progressively add to competence in these areas.
- The aim should be to provide real work experience in a real-life work situation, as far as possible.
- 50/50 work experience and training programmes on a full-day basis should be further developed.
- The LES guidance service should actively engage with participants on work experience programmes, and work with them to monitor progress and the achievement of personal targets.
- Arrange work experience modules in the commercial sector.
- Encourage job-ready participants to access real jobs in the open labour market.
- Identify the needs of less job-ready participants and devise a plan of progression, including soft skills training, to enhance their future employment prospects.

13 SEPARATE SOCIAL ECONOMY/SOCIAL SERVICE FROM CE/WTJI AS A PROGRESSION MEASURE

- Where key social services are being delivered on the basis of Community Employment or Whole-time Job Initiative, designate these as long-term social economy jobs, based on the priority of the service provided.
- Priority for jobs in social projects should be given to unemployed people in the communities they serve.
- The Department of Education and Science, which is now putting the jobs of classroom assistants, school caretakers etc. on a regular footing, should give priority to CE staff who are already doing these jobs.

14 A SUPPORTED EMPLOYMENT PROGRAMME

- Provide supported employment as a longer-term job for those LES clients with special needs who are unlikely to obtain or keep steady employment in the open job market.

15 MAINTAINING PARTICIPATION

Encourage clients, particularly the very detached, to persevere on programmes:

- Sign a contract with each LES client, which both sides are expected to honour.
- Respect each participant's own pace of progression.
- Reward attendance and participation.
- Follow up non-participants and offer support.
- Identify and address the causes of programme drop-out.
- Evaluate programmes with participants, drop-outs and non-participants, to identify areas for improvement.

16 ADDRESS CHILDCARE ISSUES

- Childcare initiatives should have core staff, to give continuity of care and of service, rather than being staffed mainly by people on work experience programmes.
- Offer flexible working hours to suit parents with childcare responsibilities.
- Explore the potential of term-time jobs and term-time training, to fit in with the school year.
- Explore job-sharing and care-sharing arrangements.

17 STRENGTHEN LES LINKS TO EMPLOYERS

Strengthen links with employers, especially those in the private sector.

- Set up Human Resource Forums, to bring personnel/HR managers of major firms together.
- Build employer-to-employer networks, to disseminate good practice and experience.
- Provide support and information programmes for employers who take on long-term unemployed staff, with ongoing support when workers are in place.
- Ensure that business is represented at the right level on Area Partnerships and LES – current senior managers, personnel managers, people involved in recruitment.
- Improve outreach to business, with Employer Liaison Officers contacting local employers, large and small.
- Ask employers what they want. Get them to

identify the skills that they are short of. Encourage them to be open to mature or "different" employees.

- Partnerships/LES should inform potential local employers of the programmes and initiatives which are run in the Partnership area, and advise them as to how long it would take to have a ready supply of labour available. This is because the various initiatives differ, both in duration and in terms of the level of job-readiness of the target group. In order for their requirements to be matched, employers need to plan ahead and be able to forecast their labour needs.
- Develop a clear, accurate, up-to-date information pack for employers to enable them to work out the financial value to employees of what they are offering.

18 STRUCTURED, NOT AD HOC PARTNERSHIP

- Relationships between Partnerships, LESs and the statutory authorities should provide for structured and agreed co-operation from head office level down to the ground. All too often, arrangements are made which are ad hoc, based on personal contacts, and have to be renegotiated in each and every change of circumstance.

19 PROMOTE SHARED LEARNING

There should be structured mechanisms for community groups to link in with others with shared interests, in order to share experience and perspectives.

20 FROM AD HOC TO PLANNED FUNDING

Many of the local projects depend on a patchwork of sources for funding such as FÁS, Partnership Grants, DSCFA, EU funds, grants from the Dublin Employment Pact and so on. The continuation of projects is often contingent on the ability to put together another funding package, rather than an assessment of whether or not the programme was worthwhile. When quality programmes are not renewed because of lack of funding, there is a risk that not only is the service lost to the local area, but the learning from the project is also lost.

- Move from ad hoc funding to planned funding for projects which have proven their value and for which there is a continuing need.

21 FROM PILOTS TO MAINSTREAM

We have been excellent in Ireland at devising pilot programmes, running small-scale projects that reach into communities, reach out to the most disadvantaged, and offer a genuine helping hand up the ladder into our booming economy.

However, we have been far less successful at translating the learning from those projects into what happens in mainstream practice by the big statutory organisations. Small-scale projects too often remain just that - small-scale. Some initiatives, e.g. Core Skills, are being piloted on behalf of FÁS with the intention of future incorporation into mainstream programmes.

Given the healthy state of the public finances, money should not prove an insuperable obstacle to taking small scale initiatives and implementing them on a bigger canvas. Scaling up successful initiatives would enable them to reach out to the totality of the long-term unemployed who can benefit, instead of the fraction being reached at present.

- The scale of activity should match the scale of the need.
- There should be a systematic process to bring the learning from pilot projects into mainstream practice. The Dublin Employment Pact should endeavour to promote this for the Dublin area.

BRINGING THE ECONOMIC BOOM TO THE UNEMPLOYED

This is now best achieved through a programme of systematic engagement with Dublin's long-term unemployed, operated through the LES, and offering every person a tailored pathway back into work. There is a great deal of experience and learning on what works in terms of encouragement, training and employment. A strong focus on progression, and strong and effective links with employers are critical in ensuring that the path leads all the way into the mainstream economy.

SOLVING THE PROBLEM OF LONG-TERM UNEMPLOYMENT

While the main thrust of the recommendations is to call for consolidation and expansion of the LES, they also call for concerted action by government, statutory and public agencies, as well as the private and voluntary sectors. Without repeating the recommendations, the role of each sector can be summarised as follows:

What more can be done by the public sector?

- Resource a comprehensive programme designed to bring those most detached from the labour market into the mainstream.
- Provide a clear strategic framework for the relationship between the Employment Action Plan and the LES.
- Change statutory practice at a policy level, not simply through local ad hoc arrangements which require constant renegotiation.
- Tailor the content, timing, location and format of training courses to suit the needs of participants.
- Revise the financial aspects of training so as to make it more attractive.
- Disentangle the multiple strands of existing work experience schemes, which at present try to fulfil too many policy objectives at once.
- Focus in an integrated way on making a combined local impact, through services working together, e.g. schools, local authorities, FÁS and Partnerships.

What more can be done by the private sector?

- Recognise that long-term unemployment is a social responsibility for all.
- Identify future skills needs, and work with training providers to ensure that people acquire these skills.
- Use the Local Employment Service as a resource to help in filling vacancies.
- Clarify the actual requirements for jobs being offered, and be realistic when specifying them.
- Widen the pool of potential employees by offering flexible working arrangements.
- Develop active training and recruitment programmes for local long-term unemployed people.
- Provide induction and support programmes for vulnerable new staff.
- Be open to offering work experience to unemployed people.
- Learn how the welfare system works, and factor this into job offers.
- Appoint relevant and senior personnel to Partnership and LES boards.

What more can be done by the voluntary sector?

- Share the learning from experience to date.
- Work with other agencies to develop an integrated approach.
- Build bridges to the private sector.
- Develop a progression ethos for people on work experience.

SHARING THE LEARNING

- There should be a systematic process to bring learning from pilot projects into mainstream practice. The Dublin Employment Pact should endeavour to promote this for the Dublin area.

CONCLUSION

Ireland's economic success now offers the real possibility to end poverty and exclusion. Reducing unemployment from its present levels is not going to be achieved by economic growth alone, and will require integrated and intelligent social programmes addressing fundamental causes and removing obstacles. The sheer energy and multiplicity of local projects addressing unemployment in different ways shows that the ideas are there. The resources are there. All that is required is to put them into action on the required scale.

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Clondalkin Partnership (1999) A plan for the 21st century

DDDA - Grand canal docks - the future of Docklands

DICP - draft strategic action plan, 2000-2006

DICP - Sustaining community regeneration, progress report 1997/8

DICP - Partnership Agenda Newsletter - winter 1998 and summer 1999

DICP - Strategic action for a working city - action plan 1996-2000

DICP - Partners, participation and progress - progress report 1995

DICP (1998) - Primary school initiative - evaluation; case study

Dublin Schools Business Partnership - Career links for young people from the inner city

EU Commission (1990) - New partnerships for employment creation at local level - LEDA programme

EU Commission (1991) Innovation in the local labour market - LEDA programme

FÁS - Regional Plan 1999, Dublin North; Dublin South and Wicklow Regional Plan 1999; Dublin West and Kildare Regional Plan 1999

Finglas Cabra Partnership - Annual report 1998

Finglas Cabra (1999) - model of good practice for LESs

Finglas Drugs and Aids Forum - (Nexus) Profile of problem drug use in Finglas - Implications for treatment and prevention strategies.

GAMMA Reports - Small area census results for Dublin 1996

KWCD - report on Crumlin Open Learning Centre; progress report on, 12/5/99; computer training report from same; OAC- information technology report from same

National Adult Literacy Agency: Access and participation in adult literacy schemes

National Adult Literacy Agency - read, write & spell know how

National Adult Literacy Agency - annual report '998 - 1999

National Adult Literacy Agency - submission on Green Paper on Adult Education, December 1997

Nordubco - Economic context for developing an environmental investment plan

Northside Partnership (1999)- Evaluation of Job rotation

Northside Partnership (1998) Responding to change - a mid-term adjustment of the Partnership's four year plan 1996-99

Northside Partnership - Annual report 1995/96

Northside Partnership (undated)- Higher education - dream or reality - practical model for supporting low-income students in higher education

Northside Partnership (May and July/August 1999) Perspectives - open learning newsletter

Northside CE support service

Northside Partnership (1998)- Enterprising employment interventions for women

Northside Partnership - Special education training fund programme in Speedpak - traineeship in industrial skills and personal development

Northside Partnership (1995)- Community needs to 2000 - district audit on Kilmore West

Northside Partnership (1998) Employers' advice and recruitment service - funding application

Northside Partnership (1995) It's all in the future - what do you think - plan 1995-99

Northside area figures (DSCFA)

Northside publicity material

NOW - Project Catalogue 1997-99, NOW, c/o National Women's Council

Paul Partnership (1998) Study of community enterprise and the social economy in Limerick

ROUND - Partnerships for progress - north Dublin action plan (Finglas; Ballymun; Darndale/Belcamp)

Southside Partnership _ Local Development Training Institute, evaluation report 1997

Southside Partnership - Update newsletter - issues of Jan, July and December 1998

South Dublin URBAN initiative leaflet 1997-1999

Tallaght Partnership (1999) NOW Programme, women entering business project, final evaluation report, and ADM newsletter Start Work on WEB project.

Tallaght Partnership - Springboard project, annual report 1995; Springboard - making a difference (1997); Shaping a new society - Springboard conference 1998

Tallaght Community development initiative Focus Tallaght

Get Tallaght working - annual report 1997;

Target - Annual report 1998/9 (Tallaght area response - getting employment and training for offenders)

APPENDIX I

Selected tables on unemployment

TABLE A. 1.1

EMPLOYMENT AND UNEMPLOYMENT IN DUBLIN, 1988-99

	In work '000	Unemployed '000	Lab. Force '000	Un. Rate %
Apr. 88	340.8	74.6	415.4	18.0
Apr. 89	348.1	66.2	414.4	16.0
Apr. 90	356.7	59.7	416.4	14.3
Apr. 91	356.3	69.2	425.6	16.3
Apr. 92	365.3	66.0	431.3	15.3
Apr. 93	366.6	69.9	436.5	16.0
Apr. 94	377.7	66.7	444.5	15.0
Apr 95	388.8	61.1	447.8	13.6
Apr. 96	415.1	58.3	473.4	12.3
Apr. 97	430.8	53.8	484.5	11.1
Sep-Nov 97	478.2*	56.8	534.9	10.6
Dec-Feb 98	482.0*	40.2	522.1	7.7
Mar-May 98	482.6*	37.4	520.0	7.2
Jun-Aug 98	501.7*	39.1	540.8	7.2
Mar-May 98	501.7*	30.4	532.1	5.7
Dec-Feb 99	504.3*	26.4	530.7	5.0
Mar-May 99	511.2*	25.4	536.6	4.7
Jun-Aug 99	528.6*	24.9	553.5	4.5

**When the Quarterly National Household Survey took over from the Labour Force Survey from September 1997 an increase of 20,000 was recorded in the numbers counted as in employment (mainly part-time workers) in the State due to changes in the way the data was collected. Pro rata, that would give a once-off increase in the Dublin figures of employment of about 6,500 from September 1997.*

TABLE A. 1.2

LONG-TERM UNEMPLOYMENT, STATE, SELECTED YEARS

Year	LTU> 1year ILO '000s	LTU rate ILO '000s	LTU> 1year, Live Register '000s	LTU> 3 years Live Register '000s
1980	n.a.	n.a.	32	n.a.
1987	146	10.9	110	n.a.
1990	110	8.3	100	47
1992	117	8.5	119	54
1993	125	8.9	132	58
1994	128	9.0	135	64
1995	103	7.1	134	68
1996	103	6.9	136	70
1997	86	5.6	124	62
1998	64	3.9	105	54
1999	38	2.1	75	39

TABLE A. 1.3

PES UNEMPLOYED NOT COUNTED AS ILO UNEMPLOYED: MARGINALLY ATTACHED OR INACTIVE, ILO

TABLE A. 1.3A

TOTAL PERSONS

Year	PES Unemp. '000s	Marg. Att '000s	Inactive '000s	MA+ Inactive '000s	MA+ Inactive as % PES Unemp.
1990	152.1	11.4	26.3	37.7	24.7%
1991	173.0	11.3	29.0	40.3	23.3%
1992	190.0	15.7	31.0	46.7	24.5%
1993	195.3	16.6	31.0	47.6	24.4%
1994	184.4	14.7	31.3	46.0	25.0%
1995	159.7	14.6	32.9	47.5	29.7%
1996	157.3	9.2	32.3	41.5	26.4%
1997	148.2	11.9	34.1	46.0	31.0%
1998	153.4	10.5	39.3	49.8	32.5%
1999	123.5	9.1	36.6	45.7	37.0%

TABLE A. 1.3B

MALES

Year	PES Unemp.	Marg. Att	Inactive	MA+ Inactive	MA+ Inactive as % PES Unemp.
1990	121.8	9.7	18.8	28.5	23.4%
1991	134.1	9.6	19.5	29.1	21.7%
1992	146.1	13.0	20.3	33.3	22.8%
1993	149.2	13.2	20.1	33.3	22.3%
1994	140.4	12.0	20.6	32.6	23.2%
1995	123.3	11.8	22.9	34.7	28.1%
1996	117.0	7.2	21.0	28.2	24.1%
1997	110.5	9.9	23.0	32.9	29.8%
1998	108.5	8.5	25.5	34.0	31.3%
1999	86.4	7.5	24.0	31.5	36.5%

TABLE A. 1.3C

FEMALES

Year	PES Unemp.	Marg. Att	Inactive	MA+ Inactive	MA+ Inactive as % PES Unemp.
1990	30.3	1.7	7.5	9.2	30.4%
1991	39.8	1.7	9.5	11.2	28.1%
1992	43.9	2.7	10.7	13.4	30.5%
1993	46.1	3.4	10.9	14.3	31.0%
1994	43.8	2.7	10.7	13.4	30.6%
1995	36.4	2.8	10.0	12.8	35.2%
1996	40.3	2.0	11.3	13.3	33.0%
1997	37.7	2.0	11.1	13.1	34.7%
1998	44.9	1.9	13.7	15.6	34.7%
1999	37.1	1.5	12.6	14.1	38.0%

Source: Labour Force Surveys, Quarterly National Household Surveys

TABLE AI.4

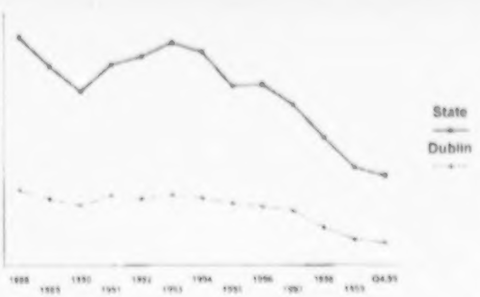
UNEMPLOYMENT AND LONG-TERM UNEMPLOYMENT, 1993 AND 1999

	1993	1994
Unemployment Rate (ILO)	15.7%	5.7%
Long-term unemployment	8.9%	2.1%

Sources: Labour Force Survey; Quarterly National Household Survey

CHART A.1

UNEMPLOYMENT (ILO) STATE AND DUBLIN, 1988-99



APPENDIX II

Measuring unemployment

Definition and Measurement

Three main measures of unemployment are in common use

- International Labour Office (ILO)
- Principal Economic Status (PES)
- Live Register (LR)

Both the ILO and PES measures are derived from the Quarterly National Household Survey (QNHS) (formerly the Labour Force Survey). The Census figures on unemployment rely on the PES definition. The Live Register count is based on the numbers signing on for weekly unemployment payments or for credits.

ILO measure

This is based on an agreed international definition of unemployment.[28] A person who is out of work is counted as unemployed if specific steps to look for work have been taken in the last four weeks. Given it is based on active search for work, the ILO unemployed are likely to be the most responsive to increased demand for labour as the economy booms. Women who are actively looking for work but who do not have a social welfare entitlement to unemployment payments (e.g. spouses, lone parents) are in principle counted among the ILO unemployed.

On the ILO criterion, total unemployment in Dublin would total 25,000, (1999, Q3) while long-term unemployment in Dublin - those out of work for a year or more – would total 8,500.[29]

Principal Economic Status

The PES measure reflects how people define their own status - as employed, unemployed, on home duties, student, retired, or ill. Those who regard themselves as unemployed but say they are not actively looking for work are classified as "unemployed" on the PES definition, but as "other" or "marginally attached to the work-force" on the ILO criterion. The "marginally attached" group, about one in five of the PES unemployed who are ILO inactive, includes people who are passively looking for work and would accept a job offer if it came their way, but are taking no steps such as scanning newspaper ads to look for work. It also includes those who want work, but have given up hope of finding work and have stopped looking. About four out of five, however, are simply described as "other" – not looking for work but no explicit reason given.

In the Dublin area, about 14,000 people (9,000 men and 5,000 women) are in this PES unemployed, ILO inactive category. Of these, one in six is considered marginally attached to the workforce.

Live Register

This is the monthly count of those signing on. In addition to those who receive weekly unemployment payments, the figures include people (mainly women) who are signing for credits, and people who work part-time work who can claim for the other half of the week. About 80% of those who sign on are in receipt of a weekly payment. Excluded from the Live Register count are older unemployed people who have switched to Pre-Retirement Allowance, people entitled to a disability payment who would like work, lone parents who are on a welfare different payment, and spouses who do not qualify for unemployment payments. The total Live Register has fallen to 172,000 by January 2000, with 45,000 in Dublin.

TABLE A2.1

LIVE REGISTER FEBRUARY 1999

Live Register	208,000
Credits	15,000
Part-time work	28,000
Awaiting Benefit	13,000
Net LR unemployment receipts	152,000
Pre-retirement credits and allowance	18,000

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[28] International Conference of Labour Statisticians 1982. See Bulletin of Labour Statistics 1983-3, pp. xi-xv, Geneva: ILO.

[29] Quarterly National Household Survey, June-August 1999, special tabulation.

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APPENDIX III

Concentrations and clusters of deprivation

Profiles of disadvantaged DEDs

In Chapter 1 we selected the following six characteristics as being indicative of a high degree of deprivation at the level of the District Electoral Division (DED):

- **More than 500 out of work**
- **Unemployment rate > 40%**
- **% unemployed for over one year greater than 80%**
- **% unemployed for over three years greater than 60%**
- **% unemployed with primary education only greater than 50%**
- **% of households, headed by a lone parent (with all children aged under 15) greater than 20%**

Tables A.3.1 to A.3.7 below contain detailed profiles of Dublin DEDs according to these six characteristics.

TABLE A.3.1
PROFILE OF DUBLIN DEDS WITH OVER 500 PEOPLE UNEMPLOYED IN 1996, RANKED BY NUMBER UNEMPLOYED

	No. out of work	*Unemp rate*	*% unemp primary only*	*% unemp > 1 year*	*% unemp > 3 years*	*% lone parents children< 15*
Ballymun C	1108	42.1	47.1	75.9	57.3	21.9
Blanch'stown - Coolmine	820	31.8	38.0	76.3	54.0	8.3
Clondalkin - Dunawley	785	26.3	39.5	73.3	54.1	11.2
Tallaght - Jobstown	751	36.0	42.2	79.8	60.1	14.5
Ballymun B	721	43.8	45.1	76.2	61.4	22.9
Tallaght- Fettercairn	712	47.9	43.8	83.6	65.8	19.4
Mountjoy A	682	59.0	47.7	86.2	72.4	18.6
Tallaght - Killinarden	676	43.5	46.5	82.4	70.0	13.4
Blanch'stown - Blakestown	650	10.2	23.0	64.5	38.7	5.4
Clondalkin - Rowlagh	597	36.8	40.0	74.3	55.0	12.4
Clondalkin - Moorfield	592	28.9	39.3	72.5	51.3	9.1
Palmerstown West	592	21.1	33.8	74.0	58.6	7.7
Priorswood C	578	51.2	40.4	83.9	66.1	25.0
Killiney South	571	21.4	34.9	74.0	59.4	11.7
Priorswood B	556	46.2	49.0	80.3	60.1	9.1
Tallaght - Springfield	543	18.1	35.8	64.0	37.5	5.4
Pembroke East A	501	26.6	42.1	76.9	58.2	4.6
DUBLIN	**66,514**	**15.5**	**33.2**	**70.5**	**49.9**	**4.5**

TABLE A.3.2
PROFILE OF DUBLIN DEDS WITH UNEMPLOYMENT RATE> 40% 1996, RANKED BY UNEMPLOYMENT RATE

	Unemp. Rate	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents children > 15 yrs*	*No. out of work*
Mountjoy A	59.0	47.7	86.2	72.4	18.6	682
Cherry Orchard C	52.9	52.8	80.7	67.5	17.3	482
Priorswood C	51.2	40.4	83.9	66.1	25.0	578
Tallaght – Fettercairn	47.9	43.8	83.6	65.8	19.4	712
North Dock C	47.6	49.6	85.1	73.9	9.2	439
Mountjoy B	47.4	49.3	73.5	51.7	6.7	465
Priorswood B	46.2	49.0	80.3	60.1	9.1	556
Blanch'town – Tyrrelstown	44.6	27.0	84.6	65.4	26.8	159
Ballymun B	43.8	45.1	76.2	61.4	22.9	721
Tallaght – Killinarden	43.5	46.5	82.4	70.0	13.4	676
Ushers C	43.5	53.7	78.3	64.3	13.9	378
Ushers E	42.4	44.7	88.3	68.5	14.1	299
Ballymun C	42.1	47.1	75.9	57.3	21.9	1,109
Ballybough A	42.0	46.9	83.5	66.7	13.4	545
Ballymun D	41.9	35.3	78.5	61.8	34.5	400
DUBLIN	**15.5**	**33.2**	**70.5**	**49.9**	**4.5**	**66,514**

TABLE A.3.3
PROFILE OF DUBLIN DEDS WITH % UNEMPLOYED PRIMARY EDUCATION ONLY > 50%

	% unemp. primary only	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents children < 15*	*No. out of work*	*Unemp rate*
Cherry Orchard A	62.8	78.0	70.0	18.1	83	28.0
Blanch'stown – Abbotstown	59.2	54.2	50.0	2.7	105	18.1
Merchants Quay A	58.5	84.5	66.4	13.6	212	31.6
Arran Quay C	55.1	77.0	59.0	4.3	301	28.7
Cherry Orchard B	54.9	73.7	56.4	5.4	311	31.7
Inns Quay C	54.4	82.5	68.9	10.6	290	37.8
Decies	53.7	84.5	60.7	5.4	408	31.6
Ushers C	53.7	78.3	64.3	13.9	378	43.5
Cherry Orchard C	52.8	80.7	67.5	17.3	482	52.9
Kylemore	51.6	81.8	63.2	5.8	332	34.5
Crumlin B	51.3	84.1	66.7	4.5	379	27.4
Cabra West A	50.0	72.1	54.8	3.5	194	24.4
DUBLIN	**33.2**	**70.5**	**49.9**	**4.5**	**66,514**	**15.5**

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TABLE A.3.4
PROFILE OF DUBLIN DEDS WITH % UNEMPLOYED FOR ONE YEAR OR MORE OVER 80%

	% unemp. > 1 year	*% unemp. > 3 years*	*% lone parents children < 15*	*No out of work*	*Unemp rate*	*% unemp primary only*
Dun Laoire – Mount Town	88.8	69.4	16.7	165	30.0	47.1
Ushers E	88.3	68.5	14.1	299	42.4	44.7
Mountjoy A	86.2	72.4	18.6	682	59.0	47.7
North Dock C	85.1	73.9	9.2	439	47.6	49.6
Blanch'stown – Tyrrelstown	84.6	65.4	26.8	159	44.6	27.0
Decies	84.5	60.7	5.4	408	31.6	53.7
Merchants Quay A	84.5	66.4	13.6	212	31.6	58.5
Crumlin B	84.1	66.7	4.5	379	27.4	51.3
Priorswood C	83.9	66.1	25.0	578	51.2	40.4
Ushers D	83.9	63.1	12.4	278	37.6	46.8
Crumlin C	83.7	67.9	2.9	269	26.7	49.6
Woodquay A	83.7	63.7	5.5	361	31.6	41.7
Tallaght – Fettercairn	83.6	65.8	19.4	712	47.9	43.8
Ballybough A	83.5	66.7	13.4	545	42.0	46.9
Mulhuddart	83.0	68.1	11.8	125	39.6	25.2
Clonskeagh – Farrenboley	82.6	62.2	5.3	128	19.1	36.2
Inns Quay C	82.5	68.9	10.6	290	37.8	54.4
Tallaght – Killinarden	82.4	70.0	13.4	676	43.5	46.5
Kimmage B	82.3	63.1	4.7	432	28.0	47.9
Mansion House A	82.2	65.5	7.7	351	30.4	46.5
Kylemore	81.8	63.2	5.8	332	34.5	51.6
Ballymun A	81.5	65.1	5.7	210	36.5	48.8
Kimmage A	81.2	61.8	3.5	216	25.7	46.5
Cherry Orchard C	80.7	67.5	17.3	482	52.9	52.8
Cabra West D	80.6	60.6	3.1	197	21.9	37.0
Priorswood B	80.3	60.1	9.1	556	46.2	49.0
Ushers B	80.2	63.4	9.2	132	26.6	47.2
Crumlin A	80.0	61.5	4.7	389	24.5	41.1
DUBLIN	**70.5**	**49.9**	**4.5**	**66,514**	**15.5**	**33.2**

TABLE A.3.5
PROFILE OF DUBLIN DEDS WITH % UNEMPLOYED FOR MORE THAN THREE YEARS OVER 60%

	% unemp > 3 years	*% unemp > 1 year*	*No. out of work*	*Unemp rate*	*% unemp primary only*	*% lone parents children < 15*
North Dock C	73.9	85.1	439	47.6	49.6	9.2
Mountjoy A	72.4	86.2	682	59.0	47.7	18.6
Cherry Orchard A	70.0	78.0	83	28.0	62.8	18.1
Tallaght - Killinarden	70.0	82.4	676	43.5	46.5	13.4
Dunlaoire - Mount Town	69.4	88.8	165	30.0	47.1	16.7
Inns Quay C	68.9	82.5	290	37.8	54.4	10.6
Ushers E	68.5	88.3	299	42.4	44.7	14.1
Mulhuddart	68.1	83.0	125	39.6	25.2	11.8
Crumlin C	67.9	83.7	269	26.7	49.6	2.9
Cherry Orchard C	67.5	80.7	482	52.9	52.8	17.3
Ballybough A	66.7	83.5	545	42.0	46.9	13.4
Clondalkin - Cappaghmore	66.7	75.9	118	25.3	42.0	8.9
Crumlin B	66.7	84.1	379	27.4	51.3	4.5
Merchants Quay A	66.4	84.5	212	31.6	58.5	13.6
Priorswood C	66.1	83.9	578	51.2	40.4	25.0
Tallaght - Fettercairn	65.8	83.6	712	47.9	43.8	19.4
Clontarf West B	65.5	78.2	265	23.8	47.8	3.9
Mansion House A	65.5	82.2	351	30.4	46.5	7.7
Blanch'stown - Tyrrelstown	65.4	84.6	159	44.6	27.0	26.8
Ballymun A	65.1	81.5	210	36.5	48.8	5.7
Ushers C	64.3	78.3	378	43.3	53.7	13.9
Woodquay A	63.7	83.7	361	31.6	41.7	5.5
Arran Quay D	63.6	78.7	442	31.7	40.0	11.1
Ushers B	63.4	80.2	132	26.6	47.2	9.2
Cabra West B	63.2	76.2	342	30.5	45.1	3.6
Kylemore	63.2	81.8	332	34.5	51.6	5.8
Kimmage B	63.1	82.3	432	28.0	47.9	4.7
Ushers D	63.1	83.9	278	37.6	46.8	12.4
Bohernabreena	62.9	76.2	211	22.5	38.8	7.5
Clonskeagh - Farrenboley	62.2	82.6	128	19.1	36.2	5.3
Ballymun D	61.8	78.5	400	41.9	35.3	34.5
Kimmage A	61.8	81.2	216	25.7	46.5	3.5
Crumlin A	61.5	80.0	389	24.5	41.1	4.7
Ballymun B	61.4	76.2	721	43.8	45.1	22.0
Finglas North A	61.4	75.7	442	31.4	47.8	7.3
North Dock B	61.3	79.2	380	25.1	35.3	7.2
Finglas South B	61.2	78.0	375	30.4	43.8	5.3
Kilmainham A	60.9	75.4	336	34.9	48.4	4.5
Priorswood D	60.9	76.4	342	28.7	41.7	5.1
Decies	60.7	84.5	408	31.6	53.7	5.4
Cabra West D	60.6	80.6	197	21.9	37.0	3.1
Priorswood B	60.1	80.3	556	46.2	49.0	9.1
Tallaght - Jobstown	60.1	79.8	751	36.0	42.2	14.5
DUBLIN	**49.9**	**70.5**	**66,514**	**15.5**	**33.2**	**4.5**

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TABLE A.3.6
PROFILE OF DUBLIN DEDS WITH % LONE PARENTS/ALL CHILDREN UNDER 15 > 20%

	% lone parents children <15	*No. out of work*	*Unemp. rate*	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*
Ballymun D	34.5	400	41.9	35.3	78.5	61.8
Blanch'stown – Tyrrelstown	26.8	159	44.6	27.0	84.6	65.4
Priorswood C	25.0	578	51.2	40.4	83.9	66.1
Ballymun B	22.9	721	43.8	45.1	76.2	61.4
Ballymun C	21.9	1,109	42.1	47.1	75.9	57.3
DUBLIN	**4.5**	**66,514**	**15.5**	**33.2**	**70.5**	**49.9**

TABLE A.3.7
PROFILE OF DUBLIN DEDS WITH % LONE PARENTS/ALL CHILDREN UNDER 15 > 15%

	% lone parents children < 15	*No. out of work*	*Unemp. rate*	*% unemp. primary only*	*% unemp > 1 year*	*% unemp. > 3 years*
Tallaght Fettercairn	19.4	712	47.9	43.8	83.6	65.8
Mountjoy A	18.6	682	59.0	47.7	86.2	72.4
Cherry Orchard A	18.1	83	28.0	62.8	78.0	70.0
Cherry Orchard C	17.3	482	52.9	52.8	80.7	67.5
Dun Laoire – Mount Town	16.7	165	30.0	47.1	88.8	69.4
Merchants Quay F	15.6	405	39.7	32.2	77.4	56.5
Kilmore C	15.4	173	28.7	44.2	75.5	56.3
DUBLIN	**4.5**	**66,513**	**15.5**	**33.2**	**70.5**	**49.9**

Clusters of unemployment and general deprivation, 1996

The following tables draw together the profiles of adjacent disadvantaged DEDs, which form geographical clusters of deprivation.

TABLE A.3.8: BALLYMUN

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Ballymun B	3,038	721	**43.8**	45.1	76.2	61.4	22.9
Ballymun C	4,502	1,108	**42.1**	47.1	75.9	57.3	21.9
Ballymun D	2,300	400	**41.9**	35.3	78.5	61.8	34.5
Ballymun A	1,323	210	**36.5**	48.8	81.5	65.1	5.7

TABLE A.3.9: BLANCHARDSTOWN

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Tyrrelstown	718	159	**44.6**	27.0	84.6	65.4	26.8
Mulhuddart	626	125	**39.6**	25.2	83.0	68.1	11.8
Coolmine	5,301	820	**31.8**	38.0	76.3	54.0	8.3
Abbotstown	1,242	105	**18.1**	59.2	54.2	50.0	2.7
Blakestown	10,041	650	**10.2**	23.0	64.5	38.7	5.4

TABLE A.3.10: CHERRY ORCHARD

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Cherry Orchard C	2,319	482	**52.9**	52.8	**80.7**	67.5	17.3
Cherry Orchard B	2,361	311	**31.7**	54.9	73.7	56.4	5.4
Cherry Orchard A	917	83	**28.0**	62.8	78.0	70.0	18.1

TABLE A.3.11
PRIORSWOOD

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Priorswood C	2,136	578	**51.2**	40.4	83.9	66.1	25.0
Priorswood B	2,126	556	**46.2**	49.0	80.3	60.1	9.1
Priorswood D	2,343	342	**28.7**	41.7	76.4	60.0	5.1

TABLE A.3.12:
WEST TALLAGHT

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Fettercairn	3,258	712	**47.9**	43.8	83.6	65.8	19.4
Killinarden	3.161	676	**43.5**	46.5	82.4	70.0	13.4
Jobstown	4,426	751	**36.0**	42.2	79.8	60.1	14.5
Bohernabreena	1.846	211	**22.5**	38.8	76.2	62.9	7.5
Springfield	5.643	543	**18.1**	35.8	64.0	37.5	5.4

TABLE A.3.13:
NORTH INNER CITY

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Mountjoy A	2.191	682	**59.0**	47.7	86.2	72.4	18.6
North Dock C	1.737	439	**47.6**	49.6	85.1	73.9	9.2
Mountjoy B	1.692	465	**47.4**	49.3	73.5	51.7	6.7
Ballybough A	2.665	545	**42.0**	46.9	83.5	66.7	13.4

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TABLE A.3.14
CRUMLIN/KIMMAGE

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Kimmage B	3,213	432	**28.0**	47.9	82.3	63.1	4.7
Crumlin B	2,696	379	**27.4**	51.3	84.1	66.7	4.5
Crumlin C	1,921	269	**26.7**	49.6	83.7	67.9	2.9
Kimmage A	1,750	216	**25.7**	46.5	81.2	61.8	3.5
Crumlin A	3,186	389	**24.5**	41.1	80.0	61.5	4.7

TABLE A.3.15:
BALLYFERMOT

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp primary only*	*% unemp > 1 year*	*% unemp > 3 years*	*% lone parents, children aged < 15*
Decies	2,549	408	**31.6**	53.7	84.5	60.7	5.4
Kylemore	2,389	332	**34.5**	51.6	81.8	63.2	5.8

TABLE A.3.16:
SOUTH INNER CITY

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Ushers C	1,895	378	**43.5**	53.7	78.3	64.3	13.9
Ushers E	1,445	299	**42.4**	44.7	88.3	68.5	14.1
Ushers D	1,407	278	**37.6**	46.8	83.9	63.1	12.4
Woodquay A	2,105	361	**31.6**	41.7	83.7	63.7	5.5
Mansion Hse A	2,529	351	**30.4**	46.5	82.2	65.5	7.7
Ushers B	790	132	**26.6**	47.2	80.2	63.4	9.2
Pembroke East A	3,495	501	**26.6**	42.1	76.9	58.2	4.6

TABLE A.3.17:
CABRA

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents, children aged < 15*
Cabra West B	2,236	342	**30.5**	45.1	76.2	63.2	3.6
Cabra West A	1,408	194	**24.4**	50.0	72.1	54.8	3.5
Cabra West D	2,071	197	**21.9**	37.0	80.6	60.6	3.1

TABLE A.3.18:
NORTH CLONDALKIN

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp primary only*	*% unemp. > 1 year*	*% unemp > 3 years*	*% lone parents. children aged < 15*
Rowlagh	3,502	597	**36.8**	40.0	74.3	55.0	12.4
Moorfield	4,381	592	**28.9**	39.3	72.5	51.3	9.1
Dunawley	6,044	785	**26.3**	39.5	73.3	54.1	11.2
Cappaghmore	1,179	118	**25.3**	42.0	75.9	66.7	8.9
Palmerstown West	5,602	592	**21.1**	33.8	74.0	58.6	7.7

TABLE A.3.19:
FINGLAS

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp. primary only*	*% unemp > 1 year*	*% unemp > 3 years*	*% lone parents, children aged < 15*
Finglas North A	2.883	442	**31.4**	47.8	75.7	61.4	7.3
Finglas South B	2.423	375	**30.4**	43.8	78.0	61.2	5.3

TABLE A.3.20
OTHERS

	Total pop aged 15+	*No. out of work*	***Unemp. rate***	*% unemp primary only*	*% unemp. > 1 year*	*% unemp. > 3 years*	*% lone parents. children aged < 15*
Kilmainham A	1,951	336	**34.9**	48.4	75.4	60.9	4.5
Dun Laoghaire - Mount Town	1,344	165	**30.0**	47.1	88.8	69.4	16.7
Clontarf West B	2,210	265	**23.8**	47.8	78.2	65.5	3.9
Killiney South	4,892	571	**21.4**	34.9	74.0	59.4	11.7
Clonskeagh – Farrenboley	1,393	128	**19.1**	36.2	82.6	62.2	5.3

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APPENDIX IV

Partnership activity in Dublin, 1998

ADM report for Dublin area on activity under Subprogramme 2: Integrated Development of Designated Disadvantaged and Other Areas of the Operational Programme for Local Urban and Rural Development

There are 11 Partnerships in Dublin and 3 Community Groups in the areas not designated as disadvantaged for the purposes of the programme. A total of £30.8 m in financial support has been allocated to Partnerships and £1.2 m to Community Groups. By December 1998 actual expenditure totalled £24.4 million.

The Local Area Plans of each Partnership and Community Group contain a social, economic and demographic profile and analysis of the area. Based on this analysis they have identified the issues to be addressed in the target area and established the objectives of the plan. Following from this statement of objectives, the plan contains a statement about how the Partnership/Community Group intend to attain these objectives. There is also a listing of general actions.

These actions relate to the following measures:

Measure 1, which is co-financed by the European Regional Development Fund, involves:

- Enterprise Creation & Development
- Environmental and Infrastructural works (including transport services)
- Related technical assistance

Measure 2, which is co-financed by the European Social Fund, involves:

- Education & Training
- Services to the Unemployed
- Community Development
- Related technical assistance

The purpose of the plans is to counter disadvantage through support for communities which make a collective effort to maximise the development potential of their area.

The target groups are the socially excluded, the long-term unemployed and those at risk of becoming long-term unemployed.

BUSINESS START-UPS

With the support of Enterprise Workers, 1,921 people who were long-term unemployed set up their own enterprises in 1998. Most of these people were participating in the Area Allowances (Enterprise) Initiative. This involves the payment, on the recommendation of the Partnership, by the Department of Social Welfare (now Social, Community and Family Affairs) to a person who is starting a business, of an allowance equivalent to his/her entitlement at the time of departure from the Live Register. 90% of these businesses are one person businesses. Enterprise Officers also provide additional support in business planning, financial accounting, mentoring and through the provision of training.

JOB PLACEMENTS

Through locally run employment services, Partnerships and Community Groups provide a range of services for unemployed people. These include:

- Advice on careers and applying for jobs.
- Job placements.
- Professional assistance with preparing CVs.
- Planned programmes of training and education to supplement skills levels.
- Training placements with FÁS, VEC, City and Guilds or other relevant courses.

2,226 people were placed in jobs in 1998. The majority of those placed in employment were previously long-term unemployed.

EDUCATION

Preventive education

Partnerships and Community Groups run a wide range of preventive education programmes for children and students at second level. Among the types of activities which are taking place are:

- Community Based and School based Homework Clubs & supervised study.
- Funding supplementary literacy/numeracy and language education.
- Providing minor grant funding for fees, books or transport costs to enable young people to remain in education or attend third level.
- Developing schools/business linkages to provide enterprise training and work experience for transition students.
- Access to Third Level "taster" Programmes.
- Practical training or education in areas such as arts, photography, cooking, basic motor mechanics, word processing, childcare etc.

In 1998, 5,444 participants benefited from preventive education projects in the Dublin Region.

Complementary education

Partnerships have also been to the fore in providing supports to enable adults from disadvantaged backgrounds participate in third level education which they otherwise could not avail of and have also established numerous "second chance" educational programmes for adults. A total of 1,900 adults participated in supplementary education and training activities in the Dublin Region in 1998. The majority of participants were mature students over 25 years of age. About two thirds were unemployed.

TABLE A4.1

GRANTS FROM ADM TO PARTNERSHIPS AND COMMUNITY GROUPS UNDER OPLURD, 1998

	£000
PARTNERSHIPS	
Ballyfermot	609
Ballymun	501
Blanchardstown	551
Canal	441
Clondalkin	688
Dublin Inner City	574
Finglas/Cabra	869
KWCD	597
Northside	697
Southside	733
Tallaght	712
Total Partnerships	6,973
3 affiliated community groups	432
Total Partnerships and community groups	**7,404**

COMMUNITY DEVELOPMENT

All Partnerships and Community Groups undertake extensive consultation on an ongoing basis with the community in their area, acting as a focal point to pull together the differing viewpoints and harnessing the energies of individual groups to a coherent development plan for the area. They also offer extensive assistance to community groups to facilitate specific projects or the building of community networks and develop the capacity of communities to do become primary movers in local development. In 1998 over 850 individual groups in the Dublin Region received funding and training support through the Programme.

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APPENDIX V

Selected case studies of local innovation

This Appendix takes some specific examples of local projects in order to look at different approaches, the costs and success rates, and special features of interest. The particular case studies were selected as being illustrative of different kinds of project. There are often other projects around the city modelled on similar lines, and Appendix 7 gives a more comprehensive listing of projects in different categories.

It has been difficult to get information on costs, numbers and outcomes. The absence of data is one of the reasons why we have focused here on selected projects for which we were able to pursue more detailed information. The ESF Evaluation Report on the Operational Programme for Local Urban and Rural Development was sharply critical of the absence of adequate costing information and the absence of results-oriented rather than input-oriented monitoring of projects.[30] Organisations which run a number of projects can find it difficult to separate out the costs of individual actions. This is compounded when individual actions are themselves funded from a variety of sources. Where participants are on CE, a welfare payment, FÁS training allowance or similar payment, this cost was not factored in to the costs supplied, although elements of income support in terms of child care subsidies and bonus payments have been included.

A central point in our report is that actions in relation to long-term unemployment need to be on a scale which addresses the scale of the problem. The information presented here should be useful in looking at the likely cost of increasing the scale of some of the projects where they are currently operating, or of replicating some of the projects listed here in other communities.

With the exception of Bitewise (where the costings are understood to include the income support element), the projects reviewed in this chapter had unit costs ranging from £500 to £2,000. Some interventions are relatively cheap. People with profound difficulties may require more resource intensive programmes, and will take longer to move through the different progression stages. The major budget for the unemployed is being spent on CE, and the quality of the work experience, progression support and training can be quite varied as between projects. Seen in that light, the cost of many focused programmes tailored to specific needs may prove more cost-effective.

Many organisations depended on a patchwork of grants from different sources to fund their programmes, with continuity of successful programmes being uncertain from one period to the next. One project reviewed here folded when key staff moved elsewhere. There is a real danger in these circumstances that the learning from programmes will get lost. The unit cost of programmes can also be seen in a context where the LES has £2,000 external training budget per 125 participants.

Going from long-term unemployment into steady work is usually a process rather than a single action. At an early stage in the process, success may mean moving into higher stages, for example from pre-training into mainstream training. At later stages, the measured success rate of any one programme may depend on how successful were earlier steps in the process. It has been difficult to measure how sustainably successful any action is, in terms of remaining in steady employment.

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[30] Evaluation Report (1999), p. xxxi

The appendix sets out information for the individual projects on:

- Content of the project.
- Target group.
- Recruitment methods.
- Number of places.
- Number of applicants.
- Type of participants.
- Completion rates.
- Duration.
- Progression and outcomes.
- Unit costs.

Special features of the individual projects are also highlighted in the tabular material.

SPECIAL FEATURES OF CASE STUDIES

BITEWISE, BALLYFERMOT

This programme is part of the Fast Track to IT (FIT) programme, based on the Tramlines programme in Ballymun. Similar programmes are being run elsewhere.

Key features are:

- Training courses designed around identified job openings.
- Employer input into course design.
- Trainees selected on aptitude, with no minimum entry requirements.
- Two-thirds of applicants long-term unemployed.
- Applicants not selected were channelled into other options.

The feature of these programmes which has attracted most attention is the ability to leapfrog people with minimal education into the IT sector. These IT programmes are selective on ability, but not on formal qualifications. There are limits to the extent to which such programmes for "lost high-flyers" can be generalised, but there are wider lessons to be learnt from the success of these programmes.

Aiming high

The belief in the ability of people left behind by the system to progress further. Projects that aim high are more likely to help people reach their potential than projects that aim low. Believing in people who have lost belief in themselves is important in raising their self-confidence and horizons.

Training for identified vacancies

Another example: forklift courses for older men run by Ballymun Jobcentre which were successful in recruiting participants and had a virtually 100% job placement rate. For unemployed people disillusioned by previous courses which led to nothing, training which has a job at the other end is likely to be much more attractive.

Working back from employer needs

Liaison with employers led to the design of the courses, in these examples. This approach works back from vacancies identified for six or twelve months time, delivers tailored training, and has someone capable of doing the job when the employer is looking to hire. This is in contrast to the more usual approach where unemployed people are given generic training to bring them to a state of job-readiness, and the LES at that stage seeks to find a job opening to match.

An offer for everyone

Reaching out to people who have become very detached is a major issue. It is important to offer everyone who applies a place on some suitable programme, even if they were not successful in getting a place on the one they applied for.

CHOICES PRE-EMPLOYMENT PROGRAMME, SHANKILL

This programme is aimed at people who are extremely detached from the system – long-term unemployed over five years out of work, many over ten years out of work. The course aim is to address barriers to participation. A key principle is respect for the individual. The course covers personal development, confidence building and decision making. There is a counselling service available and there is after care support. The Programme is currently funded by the Department of Social, Community and Family Affairs.

Key features are:

- Profoundly disadvantaged target group.
- Taking it at people's own pace.
- Respect for the individual.
- Aftercare support and follow through to other Choices programmes.
- Counselling back-up.

CORE SKILLS, BLANCHARDSTOWN

This programme and its curriculum are being developed in Blanchardstown, with a view to wider use, and piloted nationally through FÁS and CE (for example, in Speedpak, Northside).

Over a period of three months, participants spend five mornings a week on core skills, and four afternoons a week working towards the European Computer Driving Licence (ECDL). Many of the participants are drop-outs from previous training and employment programmes. The course aims to help participants plan a path for themselves into training or employment on completion. The core skills include inter-personal skills, team skills, and making decisions, learned through practical tasks. "Core Skills" is generally a more acceptable term than "Personal Development", particularly for men.

Key features:

- Programme is labelled Core Skills, not personal development.
- Key life skills covered.
- Specific skills needed for the workplace.

DEPARTURES, FINGLAS/CABRA

This is a programme of integrated skills training, personal development and employability skills for young early school-leavers. Participants do English, computers progression phase where participants are supported in looking for work or further training.

Key features:

- Participants are identified through a youth development project.
- Criteria for progression to forklift and driving training are based on behaviour, not on aptitude.
- Training bonus on completion and sanctions for non-attendance.

JOBMATCH, NORTHSIDE

Matching recruitment needs of employers with referrals from local agencies dealing with long-term unemployed.

Key features:

- Single point of contact for employers
- Assistance for employers with welfare to work interface, in work benefits

JOB ADVOCATE, CLONDALKIN

This programme works with young people with a learning disability, and involves working with participants, placing them on work trials with employers, and aftercare follow up and support on the job.

Key features:

- Identifying participants' needs and preferences.
- Work experience/ work trials, no strings attached.
- Post-placement support.

NCI/BANK OF IRELAND IT/FINANCE PROGRAMME

Training programme geared at preparing local people living near the IFSC for jobs in financial services there. Guaranteed job in the Bank on passing exams.

Key feature:

- Employer in a prestige sector is engaged in a structured programme to train and recruit locally in an area of high disadvantage.

NOWTEC, BALLYFERMOT

Programme offering a variety of training and progression options aimed at disadvantaged women.

Key features:

- Widespread consultation from the start.
- Reached out to traveller women.
- Family-friendly – childcare supports and structuring of courses around school times.

CRUMLIN OPEN LEARNING CENTRE

This combines a FÁS training programme in IT skills with the provision of self-directed computer training on an open access basis to the local community for a nominal sum - £1 an hour. FÁS trainees put their newly acquired skills into practice by assisting others to learn.

Key features:

- Trainees practise their skills by helping others to learn.
- Charge of £1 a lesson removes the financial barrier to learning.

LARKIN PRE-ENTERPRISE COURSE, DUBLIN INNER CITY

This course provides practical support for people in the early phase of setting up and running their own business.

Key features:

- Balance between classroom learning and own-time business development.
- Mentor support.
- Accounts assistance.
- Use of secretarial and fax facilities.

RETURN TO EDUCATION COURSE, INNER CITY

Bridging course into education with taster courses, guidance and counselling, literacy support. Course now terminated.

Key features:

- Helped in transition from community to formal education.
- Taster courses in a variety of subjects.
- Literacy, counselling and personal support for people who had poor experiences in the education system.

SPEEDPAK, NORTHSIDE

This community business in a former factory unit offers open market work experience in a supported setting. CE funding and sales income are used to give a rate for the job. It is run as a business, competing for contracts, and workers are expected to meet set production targets.

Key features:

- On this CE project, workers get open-market work experience.
- Funding brought together imaginatively from a variety of sources – CE, premises from IDA, sales income – but funding basis is precarious.

WEB, TALLAGHT

Integrated programme for women setting up a business, with a dual focus on business and on personal development.

Key features:

- Training at family-friendly hours.
- Continuum of progression from guidance, pre-training and training, to membership of enterprise network.

WORKMATE, BALLYMUN

Programme of guidance, support and progression for unemployed men over 40.

Key features:

- Programme targeted at men aged over 40.
- No set period on the programme, recognising the varying speed of progression.

SUMMARY LIST OF CASE STUDIES:

Project Name	Area	Total Participants	Progression rate	Unit Costs
Bite Wise	Ballyfermot	39, 15 on one course and 24 on another	of the 15: 13 on work experience = 87%	Based on FIT figures: £5,664
Choices Pre-Employment Course	South Dublin	10	90%	£1,210
Core Skills	Blanchardstown	30	1st batch	£1,933 @ 60 people per year but this includes setting up costs.
Departures II	Finglas/Cabra	12	25%	£597
EARS/JobMatch	Northside	415	10%	placement series – builds on work of referring organisations. Unit costs not applicable
Job Advocate	Clondalkin	38	Employment 47% Work Experience 29%	£526 but like JobMatch is is a placement service building on prior work
NCI Scheme	Docklands	16	None yet – 1st batch – but all guaranteed jobs on passing exams	N/A
Nowtec	Ballyfermot	82 (1998 figure) 10 on Pre-enterprise course	33% training From pre-enterprise: 50% employed and 33% self-employed	£1,573 (1998)
Open Learning: FÁS traineeship	Crumlin	20 trainees 200 open learners	(of trainees) 43% employment 21% training	£1,410 based on running cost cost £141 per OLC user
Pre-enterprise Course	Dublin Inner City	88 to date; 27 in 1999	For 1998 80% For 1999 96%	£2,291
Return to Education	Dublin Inner City	59	68%	£630
Speedpak 1	Northside	175	65% into open employment	£1,714
Speedpak 2	Northside	24	N/A	£2,000
WEB	Tallaght	169 to Dec 1997 170 since set-up as Women's Enterprise Unit 1998		N/A
Workmate	Ballymun	333	65%	Breakdown not available

DETAILS OF CASE STUDIES

BITE WISE – BALLYFERMOT

Start Date: 1999 – Technical Support Course,
July 1999
Operating Systems Course,
October 1999

Content

Provides training (in conjunction with FÁS and VTOS to unemployed people who wish to learn computers and progress to employment in the IT sector.

2 courses: Technical Support and Operating Systems.

Part of Dublin wide F.I.T. (Fast Track to Information Technology).

Based on Tramlines Ltd. (Ballymun).

Target group

Priority is given to long-term unemployed residents of Dublin 10, though people outside this target group can apply if they fulfil FÁS/VTOS requirements.

Recruitment methods

Various promotion activities including meetings with local community groups, article in local newspaper, information stands/street work and leafleting households.

Selection process:

- Registration/information
- Literacy test
- CV and interview preparation
- Production of CV
- Mock interview
- Practice aptitude test
- Aptitude test

No. of places offered:

45-50: initial provision for 20 places on Technical Support Course and 25-30 on Operating Systems Course.

No. of applicants:

209 (64% of whom were long-term unemployed).

No. taken on: composition

39 taken on between Technical Support Course (15) and Operating Systems Course (24)

Gender breakdown - roughly 50/50.

In addition, 24 applicants were placed with Work Wise (LES Jobs Club) and an additional 17 participants took part on a PC Maintenance course.

No. completing

Technical Support Course - out of 15, 13 completed the course

Operating Systems course - still ongoing

Duration:

Technical Support - 5 months
Operating Systems - 11 months
(both full-time)

Cost:

Based on costs of entire FIT project - £19,825,000

Target - 3,500 participants

Therefore **average unit cost of entire FIT project** = £5,664 over 3 years

Estimated net saving to Exchequer over 3 years - £29,609,00

Therefore, net saving over the 3 years of over £10m

What did they do next?

Technical Support -
- 13 completed European Computer Driving Licence
- 13 offered internships and work experience with IBM, Blanchardstown (still in progress)

Operating Systems -
- 24 completed ECDL

Composition:	TS	OS	PCM
Long-term unemployed (18-25)	77%	19%	18%
Long-term unemployed (25+)	47%	57%	76%
Lone parents	20%	19%	6%
In training	6%	5%	—

Special points

- All those who completed the selection procedure were placed, on either Technical Support, Operating Systems, or Work Wise.
- Recognised accreditation (Microsoft).
- Recorded a high level of commitment and co-operation from participants.
- Absence of minimum entry requirements - i.e. no need for previous computer experience or formal educational qualifications.
- All who were not selected were channelled into other options.

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CHOICES PRE-EMPLOYMENT PROGRAMME – SHANKILL, SOUTH DUBLIN

Start Date of most recent programme	Late 1998
Content	Pre-Jobs Club type training two afternoons per week to assist with reintegration of long-term unemployed & assist with career progression. Confidence-building, personal development, information on options and incentives. One-to-one sessions with each participant. Computer training available one afternoon per week. Referral to counselling in-house if required. Also to literacy service. Training is accessible – delivered in community.
Target group	Very long-term unemployed – over 5 years
Recruitment methods	➢ Local Jobs Facilitators issue letters to people over 5 years on UA inviting them to participate. ➢ word of mouth ➢ they knock on doors – know their target area.
No. of places offered	12 – maximum
No. taken on: composition	10 people, 8 men over 45, 1 man under 40, 1 woman over 40
No. completing	9
Duration	10 weeks but not strictly limited
Cost	Details not available yet
Outcomes	2 in employment, 7 on CE in Choices centre- and input continues on informal basis.

CORE SKILLS – BLANCHARDSTOWN

Start Date	Launched in 1998 1st intake of participants May 1999
Content	Two-fold – creating course materials and piloting course. Aim is to develop skills used in all occupations and in everyday life, such as communication, using initiative, teamwork, numeracy, literacy and IT. Hope to mix core skills modules into other forms of training also train community-based trainers for local delivery.
Target group	People who are socially excluded – disaffected learners: Early school-leavers, Travellers, long-term unemployed, lone parents, former substance abusers, CE and FTJI participants.
Recruitment methods	(planned) 50% referrals from SWLO of 18-24 year-olds who meet NAP criteria Referrals from LES etc. Involved with Community Drugs Team and PACE (young offenders)
No. taken on: composition	30: of which 5 male and 25 female
No. completing	N/A – first set due to complete end 1999
Duration	6 months
Cost	£116,000 (includes set-up costs).

DEPARTURES II – FINGLAS/CABRA

Start Date	April 1999 – 2nd pilot – **Departures I** was run in 1997
(finish date)	June 1999
Content	Integration of skills training, education, personal development and employability skills. Structure: 4 distinct phases **1.** 5 weeks – computers, English and group work **2.** 3 weeks -group work, communication skills and specific skills training in forklift driving (through FÁS Training Centre, Cabra) and driving lessons (certified) **3.** 2 weeks – progression stage – participants supported in looking for employment or further training.

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Target group	Aged 18-25 – early school-leavers with no formal educational qualifications.
Recruitment methods	Participants identified through the Finglas Youth Development Project (set up in 1997 by the City of Dublin Youth Services Board) – often the FYDP had already established contact with them prior to starting the programme..
No. of applicants	Initial group of 15 expressed an interest in taking up employment or training and participated on an induction phase to determine programme content.
No. taken on:	12
No. completing	12
Duration	10 weeks
Cost	Total cost for Departures II = £7,161.56.
	Therefore unit cost = £597 per participant.
What did they do next	Outcomes: 3 employment (2 temporary); 1 work experience; 5 in contact with Jobs Club Mediators.
	Of remaining 3, 1 in prison, 1 facing prison sentence & 1 had a committal warrant – for crimes committed prior to participation on the programme.

Points to note

- Criteria for progression to forklift training and driving are based on punctuality, attendance and behaviour rather than aptitude and attainment of skills. This is seen as important as it avoids the reinforcement of failure in relation to academic achievement. Sanctions are put in place to promote adherence to the criteria, for example pay is deducted if participants miss a session.
- Flexible approach which is responsive to the needs of participants, for example, the group were split into two separate groups of six for the personal development module. Changes to accommodate more effective learning.
- The project is a good example of partnership between the Local Employment Centre and Finglas Youth Development Project and shows the value of statutory agencies developing links with youth services.
- The programme was devised through consulting potential participants on the induction phase.
- Post programme support was available – LEC mediators have continued to engage with most of the participants which has proved to be essential for maintaining their motivation.

JOBMATCH/EARS: EMPLOYERS' ADVICE AND RECRUITMENT SERVICE – NORTHSIDE

Start Date	August 1999
(finish date)	Ongoing
Content	Maintain database of job seekers based on referrals from local network of agencies dealing with long-term unemployed people.
	Match recruitment needs of employers by entering them on computer. Specialised software is used to identify job-seekers who match the requirements.
	Provide single point of contact for employers rather than having to ring around looking for workers.
	Provide relevant accurate and up-to-date information to employers
	Assist employers to make use of employment supports and negotiate tax/Social Welfare system more effectively. Assist employers in completing relevant forms.
	Gather information on enquiries, advice needed and recruitment issues to feed into future planning.
Target group	**1.** Job-ready people who have come through local agencies
	2. Employers who need workers
Recruitment methods	For job-seekers – referral from local agencies
	Already informal network of employer contacts – mediators/contact points/Job Club
	Formal Employer Network (16 companies)
	Website mid March and employer handbook – 300 copies to be circulated
No. of places offered	Unlimited
No. of applicants	Oct-Dec 1999 – 415 jobseekers registered
	Total registered with JobMatch at end 1999: 924, of which males = 492, females = 432.
	93 employers

No. taken on:	415
Composition	Composition of this group not readily available, but LES client status b/down for 1999 gives some pointers: Total caseload **1,316**.
	>12 months unemployed: **553** or 42% of caseload
	Of this males =326, females 227 – 59/41%
	6 – 12 months unemployed: **130** = 10% of caseload.
	Of this 72 males and 58 females
	young unemployed **184** 14% – 124 males and 60 females
	Single parents **249** or 19% of caseload
	Of this 4 males and 245 females.
	Dependent spouses **22** or 2% of caseload – all females.
	Other **178** or 13% of caseload – 70 males and 108 females
No. completing	41 took up jobs through the service in Oct. – Dec. 1999
Duration	N/A
Cost	£111,400 to June 2000. A substantial proportion of this is setup costs.
Did jobs last?	JobMatch doesn't have a tracking facility. Individuals would be registered with referring organisation.

JOB ADVOCATE – CLONDALKIN

Start Date	1998
(finish date)	Advocate's job has now been mainstreamed – employed through Stewart's Hospital.
Content	Job Advocate works with young people with (primarily learning) disabilities with a view to enhancing their employability. Helps them to prepare CVs, establish likes and dislikes as regards work,
	Works on a one-to-one basis with each client and acts as an intermediary with employers. Arranges period of work experience so that both the client and the employer can see if the arrangement suits – no difficulty on either side if/when work experience does not translate into permanent job.
	Also follows up when people are in employment – lines of contact are kept open.
Target group	Young people with disabilities who participate in NRB level 1 and TOPS programme in Ronanstown Training and Education Centre.
	FÁS had set up a pilot job advocacy scheme in the centre (among others) and it was felt that the young people with disabilities attending the centre would need a dedicated advocate of their own.
Recruitment methods	Clientele of Ronanstown T&E Centre.
No. of places offered	open
No. taken on:	38 – all people with disabilities.
No. completing	18
Duration	Open-ended
Cost	**£20,000 p.a.**
	This is £526 per participant (38); £1,111 per person employed (18)
What did they do next.	18 got regular job, 11 got work experience, 9 still on programme when mainstreamed
Special points/difficulties	➢ Not enough employers prepared to employ people with disabilities ➢ Access and transport issues ➢ Insurance issues ➢ Need in some cases for personal assistant

NATIONAL COLLEGE OF IRELAND/BANK OF IRELAND GROUP – FOUNDATION CERT. IN FINANCE, ADMINISTRATION AND IT

Start Date	January 2000
(finish date)	ongoing
Content	Intensive foundation/pre-university level course covering computer training, customer service/telephone techniques, personal development and career planning, interpretation of mathematical/statistical data and introduction to financial services.
	2 days per week in NCI Ranelagh, 1 day in St. Andrew's Pearse St. 10 a.m. to 3 p.m.
	Guaranteed job in Bank of Ireland Group on passing exams.
	Places funded by BoI Group.
Target group	People who may be living in vicinity of IFSC but would not have considered themselves qualified to apply for a job in financial services.
	No particular social welfare category in mind.
Recruitment methods	Posters in local area
	Mailshot to people in area who were on college database – had enquired previously.
	Roadshow in local area – presentations to community leaders followed by information evening in community centres.
	Joint interview by bank and college. Main factor in selection was motivation.
No. of places offered	16
No. of applicants	44
No. taken on:	16
Composition	14 women and 2 men, aged 18 to mid-forties, but mostly in mid to late twenties. Some are also on CE.
No. completing	1st batch in progress
Duration	28 weeks – 2 x 14-week semesters
Cost	Not available to date.

NOWTEC – BALLYFERMOT

Start Date	January 1998
(finish date)	March 2000 – Pilot education programmes have finished but Nowtec is now involved in the IT training centre which was set up in Sept 1999 and also facilitates a Level III Childcare Management programme.
Content	(based on needs analysis with potential participants) NowTec began by offering four education programmes:
	1. Traveller Education Programme
	2. Childcare Training Programme
	3. IT Training Programme
	4. Pre-enterprise Programme
	Aim = to develop progression routes for women.
Target group	local women with little or no access to mainstream education, training and employment opportunities. The target group includes women who are:
	➢ Long-term unemployed ➢ Travellers ➢ Relatives of prisoners or ex-prisoners ➢ Returners ➢ Formerly on CE ➢ Lone parents ➢ Living with disabilities

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Recruitment methods	1. Direct contact of management team with community groups
	2. Contact with Education, Training and Community Development subgroups of Ballyfermot Partnership.
	3. Meetings with Ballyfermot Senior College, FÁS. Local Employment Service, Stepping Stone (local enterprise initiative) Exchange House (Traveller organisation) and Ballyfermot Chamber of Commerce
	4. Open day for all potential participants at which proposed courses were outlined. Interviews held to select people for courses
	5. Informal meeting for Travellers – interviews conducted by a member of Clondalkin Travellers' group as well as the trainer
	6. Separate information days held to identify needs for Pre-Enterprise programme.
No. taken on: composition	1998 – 82 participants
No. completing	70 participants have completed training
	Rough breakdown: Traveller Education Programme – 15; IT pre-development course – 22 and Return to Work – 12 (some participated on both); childcare – 22; pre-enterprise training – 10.
Duration	Pilot 2 year project
Cost	Expenditure at year end 1998 = £129,003 (running costs, excluding premises costs)
	Unit cost for 1998 (82) = £1,573
	Funding 75% ESF (£200,000) & 25% FÁS
What did they do next	Overall, one third (approx.) went onto further training. Of the 10 participants who completed the Pre-enterprise education course, 3 went on to set up their own business and 5 went into employment.
Where are they now?	
(sustainability)	Some past trainees are presently participating on the Level III Childcare programme or progressed to further training.

Special points:
Consultation with potential participants from the start.

Open day held initially for local women to brainstorm with Partnership. Resulted in formation of management team. Team was then trained and helped by consultant to devise a plan.

FÁS are now funding a Traveller education programme in Ballyfermot based on the pilot programme run under Nowtec.

Childcare supports and structuring of courses around school times were essential to enable women to participate.

Positive impact on families and the local community – help to tackle the high level of early school leaving which exists in Ballyfermot.

No requirement to be on live register, therefore open to married women.

CRUMLIN OPEN LEARNING CENTRE – KWCD

Start Date	January 1999
(finish date)	Ongoing
Content	OAC Information Technology is a training project co-sponsored by FÁS, CDVEC and KWCD Partnership.
	It has the dual aims of: providing an Open Learning Centre for people in the local area, and enhancing skills of the long-term unemployed, many of whom lack the skills to gain employment in the current labour market.
	Two strands – FÁS training course and Open Learning. (Also put on specific courses for group of KWCD clients)
	The FÁS element consists of training in word processing, spreadsheets and databases, combined with Life and Social Skills modules (Integrated Assessment Scheme)
	Open Learning allows people to book a computer for a nominal fee (£1 per hour) to learn computer skills and software – typing, word processing, spreadsheet and database. Six computers are available, all of which have interactive training packages to allow people to progress at their own pace.

The really special feature of the scheme is that the FÁS trainees put their own newly acquired skills to use by helping and facilitating the Open Learners. This is a diverse group of people, from Irish housewives to Arabian businessmen, aged from 16 to 76, and often differing considerably in their abilities. Trainees gain in skill and confidence by helping others to learn.

The Open Learning Centre can be accessed for a payment of £1 per hour. Each client pre-books one or two hours on a computer. The Centre is used for different groups including adult literacy classes as well as KWCD JobShop clients

Target group	Disadvantaged and unemployed in KWCD area. Also those who wish to return to work.
	Open Learning: universal access
Recruitment methods	FÁS strand: FÁS notice board/offices
	OLC strand: ➢ Announcement to adult literacy tutors in local colleges ➢ Presentation to Partnership Education Working Group meeting – at which reps from various community groups were present ➢ Posters in hall of college, KWCD
	The 86 people registered by 3 September 1999 had heard about it through:
	Friend/contact: 42%
	Enquiries at college/education groups – 22%
	KWCD – 20%
	Publicity Leaflet – 14%
No. of places	6 at a time on FÁS strand. OLC on demand.
No. of applicants	20 (on 1st strand – FÁS Training Course – to date)
No. taken on: composition	FÁS strand: 20 (includes 6 current participants) – 6 at a time – ongoing, staggered.
	OLC: From 14th June to 3rd September, 1999:
	• 86 students registered with 48% using it regularly;
	• 37% were aged under 40 years, 22% were male and 62% from the Dublin 12 area.
	Currently, 200 people on the books of the OLC.
No. completing	FÁS strand: 9 so far. Of these, 6 employment; 3 training. (6 current trainees; 4 dropped out; 1 ill, make up the 20.)
Duration	6 months
Cost	Total cost = £48,200: fixed cost = £20,000 plus running costs = £28,200
	Unit cost (using running cost total) = £1,410 per FÁS participant (20). £141 per OLC participant (200).

LARKIN PRE-ENTERPRISE COURSE – DUBLIN INNER CITY

Start Date	1995 – ongoing – 4th intake 1999
	The course is run as part of the overall Enterprise Support function, which includes registering clients for ABA, providing information on possible sources of funds and assisting them with funding applications, business plans etc.
Content	Provision of training in accounts, taxation, computers, marketing, preparation of business plan.
	Classroom type training combined with individual sessions and "board meetings".
	Also workshops on topics such as health & safety, insurance, legal issues, banking.
	Run as a special CE scheme. Clients are then registered for ABA on completion.
	Services of accountant free, to help with preparation of accounts, self-assessment tax returns etc.
Target group	Long-term unemployed people, single parents, people with disabilities, who have a **viable business idea.** May already be on ABA but need training in business methods. Have usually started trading.
Recruitment	Letters sent to all clients who registered for ABA, except taxi-drivers who do not have such complicated tax requirements. Recruitment sources for ABA group are listed at end of next page.

APPENDIX V

	FOLLOWING FIGURES REFER TO 1999
No. of places offered	27
No. of applicants	50-55
No. taken on:	27
Composition	male = 18,
	female = 9.
	Men over 35 = 10
	Over 3 yrs unemployed: 10 people
Past courses	*total 61: male 42, female 19, so roughly two-thirds male, one-third female.*
No. completing 1999	25 (1 person moved house & 1 got a job)
Duration	1 year
Cost:	DICP £13,000 p.a. Also funded by DSCFA, Enterprise Board and FÁS
Outcomes	Self-employment: 25 people.
Where are they now?	
(sustainability)	Survey of previous year's participants: 80% still in business. Of these all are either breaking even or growing

Strengths

- Practical training and support for entrepreneurs.
- Balance between class work and own-time business development.
- Regular advice from and business meetings with trained professionals
- Practical assistance from accountant in preparing/checking accounts and tax returns.
- Forum for learning from the experience of other entrepreneurs – group dynamic in class leads to variety of questions being raised.
- CE rate of pay as cushion while starting own business.
- Use of computer, fax and secretarial services in the Larkin Centre.
- Twelve-month time-frame to develop new business idea.
- Locally-based training.

Problems

- CE cutbacks may affect it.
- Possible shortage of suitably qualified trainers.

Recruitment methods for 310 people put on ABA – referrals from:

Source	Number	Percentage
LES	48	16
(St. Andrew's, Pearse St.	(31	(10
ICRG, Amiens St.	9	3
Manor St.)	8)	3)
Inner City Enterprise	7	2
Larkin Centre	61	20
DSCFA (primarily Job Facilitators)	118	38
Friend	44	14
Other	32	10

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RETURN TO EDUCATION COURSE – NORTH STRAND VEC, DUBLIN INNER CITY

Start Date	1995/1996	
(finish date)	1997/1998 – ran for 3 years.	
Content	Bridging course into education, sampling a variety of subjects. Guidance and personal counselling arranged for participants if required. Literacy supports. Talks and visits re progression options.	
	Taster course run in summer months.	
	Balance between theoretical and practical work.	
Target group	No formal social welfare status defined – open to adult returners as well as early school-leavers etc.	
Recruitment methods	Local advertising – posters/flyers in post office etc. referrals from guidance service in local unemployed centre	
No. of places	More places than applicants – all offered a place.	
No. taken on: composition	59 altogether over 3 years – 1 man (dropped out) and 58 women. Mostly single parents.	
No. completing	46	
Duration	1 academic year	
Cost	£32,664 + £4,500 towards childcare, over 3 years, total = £37,164.	
What did they do next	Employment	3
	CE	6
	Unknown/other	6
	Education/training	31
	Total completing	**46**
Strengths of project	Helped people to make transition from community-based to formal education	
	Catered for early school-leavers	
	Gave participants confidence and motivation to attend a range of other training to increase skills & qualifications.	
Difficulties	Childcare was a major issue – sourcing, location, timing, quality and cost.	
	Demand for computer resources in VEC college constrained the amount of time people could spend on this popular part of course.	
Issues arising	Many of the people attending were unaccustomed to being in groups and would have had a poor experience of school. Considerable needs for literacy, counselling and personal supports.	
	The course came to an end partly because of the childcare issue, partly because of personnel changes – the co-ordinator and the guidance counsellor (Larkin Centre) moved on, and the uncertainty over the planned move of the college to new premises.	

SPEEDPAK AND TRAINEESHIP IN INDUSTRIAL SKILLS AND PERSONAL DEVELOPMENT – NORTHSIDE

Start Date	Speedpak has been going as a factory since 1995. New basis with in-house training unit starting from early 2000
Content	Genuine work experience in factory, combined with training.
	When originally set up the main emphasis was on work experience with some external training. Two types of work – packaging and wrapping products for other companies, and assembling prize rosettes for established horse-show market. Standard factory work practices, pay and deadlines. CE & top -up from profits are what funds the pay but it is presented as normal factory wage.
	Training provided in literacy, personal development as well as technical skills, therefore responding to the need to tackle multiple difficulties faced by those remaining unemployed.
Training unit now built within the factory itself	Used to have people going outside for training element but have now developed in-house training facility with funding from the SETF. Rotation of work experience and training. Training

	will be accredited.
Target group	Long-term unemployed, single parents – people who need work experience and training to prepare for real labour market. People with poor/irregular work patterns, history of unemployment, no recent employment reference, poor interview skills, poor literacy/numeracy skills. Run as a CE scheme so CE eligibility defines who can be recruited. *This does not include people who will be exiting from WTJI in June 2000.* **Recruitment methods** Referrals from Local Employment Service – 8 contact points & 3 job clubs. Referral guide specifies which clients are suitable for which interventions.
	Also FÁS and word of mouth.
	Glossy leaflet: "A job with a difference"
No. of places offered	24 – of which 16 will be working normally at any one time and the remaining 8 will be training.
No. of applicants	Traineeship just starting now.
No. taken on: composition	Information not available at time of research
No. completing	1st batch at present.
Duration	Initially 6-months – 5-week cycle.- 2 weeks training & 3 weeks work experience. Will be extended to 1 year if participant needs more – expect that this will happen in many cases. Expect to have 60 people through in first 2 years
Cost of traineeship	
programme	Total over 2 years = £180,000
From SETF	£60,000 for set-up. £60,000 running costs in first year
Northside Partnership	£60,000 running costs 2nd year
60 participants	
over 2 years	Therefore, unit cost = £3,000 when set-up is counted in, £2,000 if only counting running costs.
Total cost since 1995	£300,000 (excluding building costs)
Total participants since 1995	
(including current participants)	175
Therefore unit cost	
over entire project to date	£1,714
(Approximate annual operating costs)	£98,000pa
What did they do next	65% success rate in progressing people to employment in the open labour market
Where are they now?	
(sustainability)	Information on outcomes has not been gathered but a data base is currently being set up to record this information.
Difficulties	Conflict between meeting commercial demands of customers and letting trained people go on to jobs in open market.
	Constrained by being funded as a CE scheme.

WOMEN ENTERING BUSINESS – TALLAGHT

Start Date 1996

A joint initiative of Tallaght Partnership and Tallaght NOW Group, currently in its second mainstream phase as Women's Enterprise Unit under Get Tallaght Working.

Content

Business Development & Support Programme – aim to encourage more women to participate in enterprise. It consists of **integrated supports** including:

- outreach information and advice seminars (information and advice centre)
- pre-enterprise training
- business skills training
- upskilling for enterprise development
- women's business network
- childcare supports

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It maintains a dual focus on business and personal development.

Initial emphasis is a pre-enterprise element. If participants decided to set up their own business they go onto WEB/NEST - the enterprise model.

Target group

Women from various backgrounds including unemployed and otherwise disadvantaged women.

No. of places offered

June 1996-Dec. '97, 169 women received some kind of support.

Mainstreamed through the setting up of a Women's Enterprise Unit under Get Tallaght Working in 1998 with 170 women setting up their own business to date.

Cost

Approved funding for two phases:
- Project Development Phase (Aug-Dec. '95) = £20,000
- Operational Phase (1996-Dec. '97) = £260,000

Points to note:
- Information and advice centre opened 1996
- Poor attendance of outreach enterprise seminars – it was suggested that one to one contact/small group meetings might be more successful
- Business training accessible – 9.30-1.30 and none during summer holidays
- Impact on both local level (increase awareness of enterprise supports for women) and national level (NESF have highlighted WEB as being an approach which could be replicated elsewhere)
- Seen as a tailor made approach, responding to women's needs imaginatively and effectively
- Continuum of progression routes for participants – a filtering mechanism – information, advice and guidance> pre-enterprise> WEB/NEST> business training course> membership of enterprise network

	WORKMATE 40 – BALLYMUN
Start Date	July 1995
(finish date)	Ongoing
Content	The project caters for predominantly male job seekers forty or over. It provides a confidential, friendly and informal service to assist clients with career planning. Also individual tailored training, advice, and guidance on job search, updating skills, self-employment options, access to further education, preparation for interviews and confidence building. A number of training courses throughout the year are also organised and aimed at the specific client group.
Target group	Long-term unemployed men aged 40+
Recruitment methods	Networking with local community groups, referrals from Job Centre, Mail-shots on training initiatives, referrals from current or former clients.

No. of places offered	N/A
No. of applicants	N/A
No. taken on:	Total number of clients taken onto caseload since July 1995 is 333
No. completing/Duration	No set period for clients remaining on the caseload, some of the clients would be very long-term unemployed and would need considerable counselling or training they could remain clients for up to 2 years although a large number are able to progress into employment more quickly.
Cost	Project is part of overall LES budget – a breakdown of spending on projects is not available.
What did they do next	Outcomes for 1995-1999:
	Job placements – 215
	Further education/training – 264
	In addition to placements and training Workmate 40 currently has 20 clients on the Jobs Initiative programme and 6 on Community Employment.
	Presumably multiple outcomes as people progress from stage to stage.

APPENDIX VI

Guide to some local projects

INTRODUCTION

While many projects combine a number of elements, we felt it would be useful to present them under the headings of the primary element, as follows:

- **Core skills/personal development**
- **Preventative/training interventions for young people**
- **Education**
- **Top-up training for CE participants**
- **Specialised IT training**
- **Job-led training**
- **Job Clubs**
- **Enterprise**
- **Employer links and networks**
- **School/business links**
- **Work experience**
- **Guidance and Counselling**

CORE SKILLS/PERSONAL DEVELOPMENT

Blanchardstown

Core Skills Initiative is a pilot project developing training resources for disaffected learners. Core skills are the skills used in all occupations e.g. communication, teamwork, numeracy, IT and using one's initiative. 30 participants on 1st 6-month course starting May 1999. *(This course is described in detail in Appendix 5).*

Ballyfermot

A new core skills type programme **Job Plan 2000**, is being developed for drug users stabilised on methadone or now drug free and in recovery, designed to support the establishment of new priorities and networks around training and employment.

Dublin Inner City

Dublin Adult Learning Centre's CE programme focuses on literacy needs of participants and fosters confidence. 23 women on project to date (since April 1998), 19 still on it, 2 got jobs, 1 went to education/training and one is on home duties. High level of motivation and mutual support.

Finglas/Cabra

Exploring Options course aimed at lone parents from Sept to Dec. 1998 on a part-time basis. Areas covered included self-assessment, personal development, introduction to computers, practical parenting, skill sampling and job search. 11 people participated and have since found employment or gone onto education or training. **Connect** programme provides pre-training in typing skills before entry to FÁS courses.

Northside

The Motivation Programme – Over 35s Project is tailor made to meet the special needs of those who are long-term unemployed. It has provided 11 long-term unemployed men with intensive personal development training over five weeks and a three month Electronic Assembly Course delivered by FAS, therefore providing a balance of **personal development** and **work skills**. Such a tailor made approach is seen to be valuable.

Southside

Choices Pre-Employment course is targeted at older long-term unemployed, distanced from the labour market. Builds confidence and a work ethic, gives information on options. (This project is described in detail in Appendix 5).

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Tallaght

Target works with 16-25 year old offenders. It stresses the need to work with individuals in a **holistic** way in order to promote self-esteem, learning and access to training and employment through the principle of **empowerment.**

The project started in April 1998. Work with participants involved construction of a programme, developed by providing as many 'taster' sessions as possible, most of which were suggested by participants. By Autumn, a programme had been organised based on the expressed needs of participants – the main components were literacy, numeracy, computers, creative and outdoor activities.

Weekly meetings were held with participants to obtain feedback. In addition, keyworking was a central part of the programme, where each client was allocated a worker with whom they met for an hour each week to examine their progress.

Empowerment provides the greatest potential for learning. Staff have found that they have been able to hand over far greater decision making power to participants than initially imagined. Staff empowerment is also important – support structures, both formal and informal, as well as good quality training are essential.

Up to end 1999 a total of 24 people had taken part in Target. Of these, 3 had gone on to education and 9 had got jobs.

URBAN Flexible Training Unit for older men is located in Brookfield. It offers practical skills training in various areas including light engineering metalwork, handyman skills, health and safety, hazardous chemical care.

People sign up for 4 sessions a week and are followed up if they miss out. Close working relationship with FÁS. Now on 3rd group of 20 men. Recruitment via outreach visits to SWLO on signing day. No trouble recruiting now due to good progression outcomes/ word of mouth.

PREVENTATIVE/TRAINING INTERVENTIONS FOR YOUNG PEOPLE

Ballyfermot

The Cherry Orchard Equine Project aims to provide vocational, education and employment support for young people through the care and control of horses. The Project is supported by the community, Dublin Corporation, Dept. of Agriculture, The Irish Horseracing Industry, relevant statutory agencies and the Ballyfermot Partnership.

It represents a preventative strategy targeted specifically at young people who are at risk of crime/substance abuse, many of whom have their own ponies. It is a response to the high incidence of early school leaving and the large youth population in the area. In 1996, only 8% of those aged 15 or over were still at school.

The Centre hopes to meet the needs of local young people and also deal with the increasing horse population.

The Centre will provide:

- vocational training
- employment creation
- job placement within the horse industry
- horse care facilities and training
- leisure/recreational activities
- a strong stimulus to renewing interest in mainstream education and training.

It hopes to encourage the growth of related services and industries, life skills learning and increased family involvement in the community.

A major aim of the Centre is to provide integrated educational and training programmes for various groups in the community including:

- primary students (e.g.. as part of Civics class)
- secondary students (e.g.. incorporated into Transition Year)
- PLC/Junior Cert. students
- evening students
- long-term unemployed
- community and social groups.

Therefore, it is hoped that services will be available for most of the population in Cherry Orchard. It is hoped that 250 young people will have regular access to the facilities.

Ballymun

The Aisling Project is an after schools programme for children aged 10-12 who are at risk of leaving school. The programme gives the child a safe environment away from anti-social influences in the area.

Projects to prevent early school leaving and deal with particular issues, e.g.. the Ballymun Education Response Group (BERG) who address issues including truancy and progression to Third Level.

Blanchardstown

The **Moving On** programme addresses the combined needs of early school-leavers for a mixture of core skills and vocational training. Of the 8 participants in 1999, the oldest was 20 and the youngest 18. The course offered 5 mornings of core skills and 5 afternoons of IT training leading to the ECDL qualification, and a work placement at the end of the programme.

Clondalkin

Scoil Mochua Horticulture Project offers an integrated training programme as a Community Youth Training Project

Clondalkin Youth Support and Training Unit (YSTU) was set up in August 1997. It is a pilot initiative which identifies early school-leavers in need and assists them in gaining training and employment through individual support. The main aim is to develop a model of tracking and support for young people dropping out of education/training through the provision of outreach, counselling, home liaison and guidance services. Over the last 18 months, 300 early school-leavers have been contacted with 205 of them currently receiving on-going support.

The Unit has met the gaps in the provision for early school-leavers aged over 15 – it provides the link between existing early school-leavers and the support and training providers available in the area.

The model includes outreach, assessment, a flexible client centred approach and access to the FÁS database – it can be fairly easily copied by other urban areas.

The Unit is ground breaking in its ability to identify early school-leavers (using the FÁS database), they are contacted by letter and then follow up home visits and outreach.

Outreach involves amongst other things "street work" whereby workers from the Unit meet young people on the streets which increases trust and gains the youths' respect.

Activity Programme – This is used to follow up on outreach work. It is a short, fun-based programme for those who may be out of the school system for a long time and therefore are not ready for a structured programme which will be offered by training providers. It involves various activities, e.g. horse riding, day trips, art etc. as well as personal development. Groups are kept small (max of 8) and the course runs over 3 weeks (4 days per week). The programme is one way of preparing people for more structured training.

Drop-in Facility – This was not an intention of the Unit but the kitchen/canteen area was often used as a drop-in facility where youths could have an informal chat over tea/coffee. It was felt that it helped to develop trust with clients and it could be used to explore other issues, e.g. family problems, drugs etc.

The project has secured funding up to 2001 from the Department of Education and Science.

Finglas/Cabra

The **Choices** programme in schools aims to prevent early school-leaving.

Kimmage/Crumlin/Walkinstown/Drimnagh (KWCD)

STEPS pre-employment training for young people – staff member now trained to deliver this course. Of nine participants in 1999, 2 are now in jobs.

Northside

A progression measure for young early school-leavers is the **Learning to Work** project, funded under the EU Employment Youthstart programme. As part of the programme, junior traineeships were offered to young people to help them 'learn their way' into employment.

Finglas/Cabra

Departures is an 8 week guidance based programme for teenagers (16-19) who left school with no formal qualifications and had not moved onto any training. There are modules offered in basic skills but the programme is heavily balanced in favour of one to one support and guidance sessions. The aim is to support young people identify possible job opportunities and encourage them to take up relevant training/education or apprenticeship programmes.

EDUCATION

Ballyfermot

Nowtec education and training project for women. *(This project is described in detail in Appendix 5).*

Parents in Education – training and certification to parents getting involved in education at primary and secondary level. 40 parents trained. The project supports the development of existing Home/School Liaison schemes in Ballyfermot.

A report "Making Connections" on access to education in Ballyfermot concluded that the attitude of parents was crucial. The report advocates a mainstream policy in relation to education and training for parents in order to identify their educational needs and implement the necessary courses. To make the partnership between parents and teachers more effective new skills must be learned on both sides.

Parents have a great impact on their children's education – often more than they realise, e.g. attendance and application. However, gaining access to information relating to education is often difficult for many parents. To effectively encourage and support their children at second level, parents need to build confidence, self-esteem and access information. They tend to be more involved at primary level – often it is more relevant to them in terms of their own education attainment.

Parents may have low expectations, e.g. they don't expect their children to go onto Third Level. The courses offered through the Home School Liaison Scheme have gone some way to increasing their expectations.

Summer Schools Education Network – 6 local summer projects were formed in Ballyfermot. They exchanged information on contacts and resources. 1,000 children were involved.

Kylemore College Literacy Development Support – was a course in English and literacy with NCVA accreditation run, was targeted at 15 adults. The aim was to help them support their children in school and at the same time improve their own skills.

Education Voucher Scheme – provides encouragement and financial assistance to individuals on social welfare to access education courses in the school system and access Back to Education Schemes. Research has been carried out on the need for an education support scheme for the unemployed and second level students, the results of which are currently under consideration.

Blanchardstown

A new **Adult Educational Officer** has recently been appointed. The VEC is bringing in changes in local adult education provision – for example, the introduction of part-time taster VTOS courses which were seen to be making a difference in terms of the level of interest shown.

Second Level Support Scheme provides supervised study sessions for exam students, the organisation of a structured Easter Revision Programme and the awarding of a limited number of bursaries. The aim is to increase third level participation and increase education and career aspirations.

Clondalkin

44 people were supported over the 3 years of the **Third-level Grants scheme** before it ran out of funding. 5 of these people gained employment, one person went on CE and 17 were in education or training at end 1999.

Other education projects include:

- **APPLE (Area Partnership Programme for Language Enrichment)** in which a speech and language therapist works with Early Start children and their parents

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- **CLOVER** an early reading project, again involving parents
- **TEACH** an after-school project for children with a disparity between reading age and actual age
- **CAPE** involving parents as home visitors to help other parents handle their children's transition to second level school
- **Clondalkin Homework project** supervised homework, lunch and sports
- **Clondalkin Higher Education Access Project** supervised tuition, Easter Revision courses and small grants to encourage young people to aim for third-level education

Dublin Inner City

At primary level the Partnership facilitated the establishment of the **Primary Schools Initiative (PSI)**. The PSI provides training and support for teachers, pupils and parents in ten inner-city schools. During 1997-1999, the DICP spent £140,653 on this initiative. The aim is to promote active participation by schools in their own development and testing new models of intervention at primary level. It has meant training for teachers and parents, extra resources, e.g. computers and activities for children.

Finglas/Cabra

Open Learning Centre

The aim is to support independent learning through the use of computers. The Centre offers individuals a facility to learn independently. There are a wide range of subjects and certification is offered. The Centre has been particularly successful in meeting the specific learning need of people with disabilities.

The project also involves FÁS, the Fingal ICTU centre, C.D.V.E.C., Finglas library and community groups.

PLC & Mature Student Programme provides assistance to those with no income or whose families are dependent on social welfare to attend third level colleges. 78 people were supported in 1998.

Practical English Courses arose out of work with the Home/School Liaison Officers in Finglas West. A Practical English programme for parents of school going children was provided with the help of the Fingal I.C.T.U. Centre and the C.D.V.E.C. 8 people participated on a part-time basis from April to June. A second programme ran from October 1998 to May 1999 with City & Guilds certification.

Kimmage/Crumlin/Walkinstown/Drimnagh (KWCD)

OAC Information Technology is a training project co-sponsored by FÁS, CDVEC and KWCD Partnership.

It has the dual aims of:

1. enhancing skills of the long-term unemployed, many of whom lack the skills to gain employment in the current labour market,
   and
2. providing an Open Learning Centre for people in the local area.

(This project is described in detail in Appendix 5).

Northside

The **Higher Educational Support Scheme** aims to provide support in such a way as to eliminate anxiety for those considering going onto higher education.

People who are dependent on social welfare face significant barriers if they want to access higher education. **Finance** is the principal barrier. Support under the Scheme typically consists of a voucher for a monthly bus pass and other necessities such as fees and books.

The Challenger project involves children, parents and teachers. It is an area-focused initiative that targets families from two parishes where participation in education is relatively low. The programme aims to foster ambition and encourage an expectation of success in education. Interventions start in sixth class (primary). So far 95 families have participated, along with 2 primary schools and 6 secondary schools.

TOP-UP TRAINING FOR CE PARTICIPANTS

Ballyfermot

CE Participant Training for Job Placements

This was a new pilot training initiative run by Ballyfermot Partnership and FAS. It targeted CE participants and the aim is to encourage them to train for full-time job placements (real jobs).

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The programme runs for 14 weeks part-time – in addition to CE hours. Participants receive a travel allowance and/or childcare allowance where necessary.

23 participants completed the training programme in 1998 which covered:

- personal development
- IT skills
- telesales job preparation skills.

Participants are then placed in work experience to prepare them for full-time jobs. Participants who complete training are awarded a City & Guilds Certificate – which sets a new precedent. Prospective employers are ESAT and Eircell.
Cost of programme in 1998 was £32,000.

Clondalkin

Two **Telesales Courses** were run for CE participants in 1998/1999. Work experience was included and most participants got jobs with these companies. Some participants got work experience abroad. Of the 34 participants, 23 got jobs, 4 went back on CE and 3 went on to education/training. Only 4 dropped out.

Northside

Teleservices course run in 1999. Childcare & travel allowance provided. Overseas work experience (8 weeks) included. Participants went into a "holding" Job Club on return rather than back to CE projects. 15 of 18 participants got jobs.

SPECIALISED IT TRAINING

BITE WISE 2000 (Ballyfermot Information Technology Enterprise) provides a new training opportunity for unemployed people living in Ballyfermot, who want to learn about computers and secure jobs in the IT industry. It is not necessary to have previous computer experience or any formal education qualifications (including Leaving or Junior Cert.).

It is part of the Dublin wide Fast Track to Information Technology Initiative (FIT) and is largely aimed at long-term unemployed people.

There are 2 different programmes on offer:

- Technical support
- Operating systems

The key skill required is the ability to work well with people – technical skills will be developed in training.

The promotion of the programme was widespread and used varied methods including meetings with local community groups, an article in the local newspaper, information stands and leafleting households.

In total 203 people showed an interest in applying for the two programmes on offer and registered with the LES, of whom:

- 5% were short-term unemployed
- 25% were long term-unemployed (aged 18-25)
- 39% were long-term unemployed (aged 25+)
- 3% were dependent spouses
- 11% were lone parents
- 11% in training
- 5% other

Applicants had to go through a selection procedure including a literacy test and CV and interview preparation.

15 participants were taken on the Technical support course with a further 24 starting the Operating systems course. Those who had gone through all stages of the selection procedure and were not successful were offered places on the LES Jobs Club programme Work Wise (24).

Ballymun

Tramlines – Initially 25 long-term unemployed people undertook 18 months training (Microsoft certification). Now all participants are fully employed in the IT sector and earning salaries similar to those of third level graduates.

This illustrates the finding by Davitt and Creedon (1998)[31] that long-term unemployed people can leap frog skill barriers to professional employment.

Developed into mainstream FIT programme.

Blanchardstown

FIT programme in operation. Recruitment by means of mailshot. Core skills element included in course.

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[31] Davitt, Peter (Ballymun Job Centre) & Creedon, Mick (Ballymun LESN) (1998) 'Relevant and Quality Training as a Tool for Integration' Workshop Paper to INOU/Queen's University Seminar Active Labour Market Policies in Ireland North and South – Strategies and Policy Responses.

Canal Communities

Canal is keen to set up a flagship **IT Training Programme** in Goldenbridge – to be targeted at unemployed people at all different levels (early school-leavers, lone parents, young and older people). Canal is participating in the FIT Initiative which was launched on 31st March 1999.

Clondalkin

Áras Rualach – Clondalkin Centre for the Unemployed provides locally-based training space for long-term unemployed people and those who need assistance in returning to work. IT training as well as teleservices, Life Skills, personal development, job seeking etc. 1040 people used the training facility in the first 2 years of operation.

Computer Training and Customer Support course was run in 1997 for 19-25 year olds as an add-on to Youthstart. 30 participants, all of whom got jobs.

Dublin Inner City

Gateway project provided IT training for women.

Tallaght

The **Interactive** project provides accessible community-based computer pre-training. It is funded by Integra and FÁS, located in a FÁS training centre. Over 380 people have registered since it started. Initially based on a self-learning model but now has 2 tutors on hand. If people do not turn up for their session they are followed up. An **outreach programme** has been developed – this provides an opportunity to reach people who are unlikely to call into the training centre. Pairs of outreach workers contacted people in SWLO on signing day to invite them to take part.

A pre-Interactive module is being offered before starting the main programme. To reach as many people as possible computer skills training is being provided directly within local communities. However, it was found that while many people were registering they weren't being retained, therefore the focus was changed to concentrate more on **retention** and **progression**. Total registration in outreach training – 129, of whom 38% were long-term unemployed.

FIT programme also running in Tallaght.

JOB-LED AND SPECIFIC TRAINING

Ballymun

Training initiatives include fork lift driving, hotel & catering (via CERT), clerical/receptionist – training is based on the jobs available with local employers such as Great Southern Hotels and Beaumont Hospital. These training initiatives are funded by the ESF and FAS.

Clondalkin

CERT course run in Clondalkin village makes such training accessible to those for whom travel to the city centre is not practical. 25 participants in 24-week course starting July 1999. 5 of these had got jobs before the training was complete.

Music Programme in Ronanstown Youth Service gave 30 young people the chance to learn a number of musical instruments and gain familiarity with the music and drama industry. 15 participants got jobs. 2 are in education/training. The project ceased half-way through due to funding difficulties.

Finglas/Cabra

Education & Skills for Industry course which includes Electronics, Maths, English, Computers and Personal Development. All elements are certified. 11 participants in 1998. Mixture of FÁS, VTOS and top-up elements. Deals with very long-term unemployed who are detached from the world of work. Taught component in the mornings followed by structured study time and one-to-one support in afternoons. Initially 10-11 a.m., then 9.30 to noon, leading on to fuller day as people adjust to regular attendance.

Men Over 35s Programme covering Forklift Training, Computers, Personal Development and Job Search activities. Certification provided for Forklift driving. 9 participants in 1998.

IFSC/Bank of Ireland Group/National College of Ireland

Foundation Cert. In Finance, Administration and IT for people who would not have considered themselves as candidates for jobs in the Financial Services Centre. All participants guaranteed jobs on passing exams. *(This course is described in detail in Appendix 5).*

Southside

Customer Service/Teleservices training ran for 10 weeks, 5 afternoons per week. Of 20 participants, 6 got jobs – 5 of them with the company delivering the training.

JOB CLUBS AND PEER SUPPORT

(Jobs Clubs are a nationwide initiative -funded by FÁS. They are targeted at unemployed people who are job-ready and aim to support local job-seekers by assisting them in CV preparation, application and interviewing techniques etc. A set budget of £45K per annum plus £11.5K for start-up is available from FÁS who are responsible for monitoring and ongoing evaluation. Jobs Clubs are widespread throughout the Dublin area – not all are mentioned below.)

Ballyfermot

They have found that mixing older people in with younger Job Club participants has a positive effect as the older participants have more experience and a better understanding of the realities of work.

All JC participants do the STEPS programme which is seen as worth the cost (£60 per learner pack).

The Local Employment Service is currently setting up a network of peer support groups for men aged 25-45 which will be based in the homes of unemployed men.

The aim is to provide targeted support within a comfortable and non-threatening environment.

Ballymun

Workmate 40

A service for older job seekers which offers guidance and support to unemployed individuals in the following areas:

- career planning
- individually tailored training opportunities
- job searching
- self employment options
- updating of skills – truck driving, stores & warehouse etc.
- access to adult education
- preparing for interviews
- confidence building

Since 1995, a third of clients on this programme have found employment and over 75% of those who completed training gained employment.

Workmate 15-28

Similar in emphasis to Workmate 40 but targets those aged 15-28 with little or no education qualifications. Provides a personalised mentoring and support service to challenge participants and help them into further education, training and employment.

Blanchardstown

Men's Club being planned, to meet in houses, as means of reaching out to older long-term unemployed men.

Canal Communities Partnership

A Jobs Club is planned as part of the overall service to be provided in the new Goldenbridge complex in Inchicore.

Clondalkin

2 Jobs Clubs have been established – one in south-west Clondalkin and one in the north. By end 1999 the CCU Jobs Club had dealt with 345 participants, 108 of whom had progressed to other schemes, CE or outside employment.

Northside

The first **Jobs Club** developed out of an informal network of mutual support among ex-employees of PRIME Computers – mainly men as it happened. The service is for people who are job-ready. It provides interview skills training, including a "debriefing" session after an interview to see what worked and what didn't. They now have 3 Jobs Clubs, **Gateway**, **Glin Road** and **Baldoyle**.

Southside

Choices Community Action Project in Shankill has been running Jobs Clubs (first known as Pathfinder) since 1995. During the first 2 years, 14 courses were completed by 131 participants. Of these, 21% got employment, 12% went into self-employment or enterprise, 34% went for training, 20% for CE and 2% for voluntary work. At end 1996 7 were actively seeking jobs. The remaining 8 people or 6% of the total had not moved.

Choices ran one Jobs Club in October/December 1999, with 9 participants – 7 women and 2 men. Of these, 2 are working full-time, 1 was referred to the Enterprise Officer and the remaining 6 are finishing CE & focusing on getting employment afterwards.

Choices hope to get funding for a series of Jobs Clubs focusing on specific groups e.g. prisoners (to run in Shanganagh) and women who can avail of spousal swaps.

Clear Horizons is a mobile part-time "pre-Jobs Club" which operates in community training workshops, CE schemes etc. throughout the Partnership area. Specific groups which it serves include young Travellers, people with disabilities, PLC and Leaving Cert. Students, It provides confidence-building, interview skills, CV preparation and a sense of direction for participants. It acts as a form of outreach, linking people in to the range of other services offered by the LES.

Enterprise

Ballyfermot

Stepping Stone Community Enterprise and Development Company Limited offers information and advice those who want to set up in business. It also encompasses a focus on youth and women. Since 1997, it has assisted 500 people.

Women in Enterprise Programme

This provides childcare and after completing a specific programme, participants are expected to avail of mainstream training.

Ballymun

The Workspace Programme – provides workspace for people who want to go into business. There are five incubator units in the Ballymun Enterprise Centre where businesses can operate for their first two years.

Community Business

Ballymun Jobs Centre has helped to initiate community businesses who employ and are managed by local people, e.g.. Tramlines Ltd., the Flyer Shuttle Bus to Dublin Airport. Overall these community businesses employ 70 people.

Blanchardstown

Baptech IT Training Centre

Set up as a community business to equip a new Computer Training Centre within the Partnership building, and provide high quality accredited IT training for the long-term unemployed and participants on CE and WTJI. Hopes to place 2 external training rooms in community centres.

A Community Business Working Group has been set up along with a Community Business Officer who was appointed in July 1998.

The aim is to build the community business programme of the Partnership by means of a three-phase approach:

Promotion, Development and Awareness Raising Programme

Project Exploration and Research Fund

Capital Equipment Investment Fund.

This will involve awareness raising in the community on the concept of community business and the development of specific community business project proposals.

Guaranteed Blanchardstown – Trade and Recruitment Fair

A showcase opportunity for local small businesses. TOTAL COST = £15,000

22 small businesses exhibited at the fair. They felt that the publicity and future sales opportunities generated were the most significant long-term benefits rather than sales on the day.

Childcare Enterprise Group

This sub-group of the Partnership involved representatives from childcare and enterprise interests in the Partnership (The Enterprise Working Group and the Partnership Community Enterprise Worker), to assess the sustainability of community childcare.

(The importance of crèches which are locally based is that there is often a mix of people using it therefore preventing any stigma).

The aim of the sub-group was not to get funding for the community crèches but to make a case for them based on the real cost of running them. They developed a business plan for community crèches.

Small Enterprise and Social Economy Grant Fund aims to assist businesses in need of immediate funding, grants range from £50 to £500.

Women in Business Programme aims to encourage and support women to become self-employed.

Mentor Programme provides additional support and advice to those setting up in business. A panel of mentors works with individuals who are newly self-employed. This scheme supports the identified objective of the trainee and offers practical experience and expertise.

Canal Communities

The **Canal Enterprise Programme** has been running since July 1998 and is contracted in from Get Tallaght Working

Clondalkin

Action Clondalkin Enterprise provides wide-ranging advice and support regarding all aspects of starting a business. Its enterprise start-up and business planning course for people going on Area-Based Allowance has proved to be a catalyst for networking amongst new businesses. It also hosts a range of evening seminars on topics such as advertising, selling and taxation.

Bawnogue Community and Enterprise Centre is being developed – the enterprise element will help to address the shortage of business incubator space identified in Clondalkin. There will be 35 incubator units along with crèche facilities, training space and space for community activities.

Enterprise Weeks were run in 1996 and 1997 in order to highlight supports and opportunities available for people wishing to start a business. A newsletter was sent to all homes, developers of new Liffey Valley complex and the national Distribution Park gave presentations and an information roadshow with stands from ACE, FÁS and the County Enterprise Board toured the area.

Clondalkin Home Improvement Project (CHIP) is a Community Business providing home insulation services. Over 700 local authority houses have been insulated and 15 unemployed people have been trained to provide the service.

Dublin Inner City

The **Pre-Enterprise Support and Training Course** in the Larkin Centre provides a one-year training course and support service for inner-city entrepreneurs. *(This course is described in detail in Appendix 5).*

Finglas/Cabra

Finglas Cabra Business Initiative arranges subsidised advertising for new businesses in the local newspaper, the **Northside People.**.

The Initiative also runs Network Evenings to encourage self-support, sharing of business between clients on the programme and also to help combat the fear of loneliness and isolation frequently experienced by self-employed people.

The Finglas Cabra Business Initiative has produced a Directory of Services which lists all the clients and the services they offer, to be given to all homes and businesses in the area (approx. 21,000).

Additional training in Business Management Skills is provided in response to the demand for such courses by clients who have been in business for 1-2 years. The aim is to help clients develop their business and tackle issues of expansion, premises, employees etc.

Start your own Business course runs for 5 weeks at a time – after working hours. Meal included. Provides 30 hours tuition in taxation and book-keeping. Retired business people are trained as mentors to get new entrepreneurs to the point where they can approach Dublin City Enterprise Board for funding.

Women in Business

In terms of start ups, the male/female ratio doubled over the two years to end 1998- 15.5% of new start ups were by women.

Northside

The **Training of Trainers** programme funded by NOW provides accredited training (National University of Ireland, Galway) – participants are qualified to be trainers in enterprise development and local development.

The CBEDS (community-based pre-enterprise development) course provides training in skills needed when setting up a business. 20 people at a time attend for 16 weeks. Funded by CE.

Southside

Southside Partnership Business and Employment Centre (SPBEC) – is a network of local organisations who provide enterprise support to people living in the area.

Fiontar pre-enterprise support arose out of the needs of potential entrepreneurs in the early Jobs Clubs.

Tallaght

Under the **Enterprise Development Programme, the** Partnership has contracted Action Tallaght/Get Tallaght Working to deliver a support system for people who are long-term unemployed or excluded from the labour market – various elements to this support system including:

- provision of information and advice
- NEST – provides a structured framework of support for people starting their own business. It aims to develop business skills and personal growth. Participants are encouraged to pool their knowledge, experience and skills – a network is formed during and after the formal programme.
- Tallaght Trust Fund – has approved 39 loans in 1998
- workspace – 68 people have received a workspace subsidy
- marketing
- Area Allowance Scheme

Social Economy Unit (SEU)

The SEU aims to tackle disadvantage and social exclusion through the provision of support and advice to community businesses, social enterprises and co-operatives that operate in the Partnership's catchment area. Support provided by SEU to projects has included:

- assisting the development of an energy insulation project that will work in West Tallaght to tackle fuel poverty;
- supporting the development of Tallaght Community Radio
- assisting Tallaght Childcare Centre with business planning
- Fettercairn Youth Horse Project

The **Women Entering Business** (WEB) programme has now been mainstreamed as the Women's Enterprise Unit. *(This project is described in detail in Appendix 5).*

The overall objective of WEB is:

> … to enable women in Tallaght to become entrepreneurs through the provision of an integrated, flexible framework of information, advice, guidance and support.

To achieve this objective seven action areas were identified by the management committee:

An Information and Advice Centre – to refer women onto appropriate aspects of the WEB project

Exploring Enterprise as an option – delivered primarily through a series of outreach seminars

Enterprise Development Training – involve an adaptation of the Get Tallaght Working NEST programme (to be called WEB/NEST)

Intensive Business Training

Upskilling for Enterprise Development

A Transnational Programme – opportunities to exchange and share information on issues of common interest

Evaluation, Publications and Dissemination

Pre-enterprise training – a series of short training courses for women interested in the enterprise option

Research into setting up a Women's Craft Guild

The setting up of an Enterprise Support Network – for women in business in Tallaght.

EMPLOYER LINKS AND NETWORKS

(Most of the Local Employment Services have a dedicated Employer Liaison Officer – these are not listed here as it would be repetitious. Clondalkin's Job Advocate is a special case – detailed in Case Study chapter.)

Blanchardstown

Human Resource Forum brings together the Human Resource managers from the local major employers – seeks to identify issues they face in terms of recruitment.

The Partnership Employer Liaison Officer is a member of the Chamber of Commerce.

Local companies such as Gardner Merchant have organised Open Days to make themselves more accessible to potential workers.

Clondalkin

The **Business Links** project aims to incorporate employers more fully into the work of the Partnership with a view to focusing on the pool of local people who are unemployed. The Partnership ran an exercise profiling local companies and picked out 12 who would be willing to invest in the community.

The Partnership is working with Liffey Valley employers with a view to devising a roster for young workers which will enable them to study for the Leaving Certificate.

Dublin Inner City

During its start-up phase the Partnership had a series of meetings with a number of inner city employers who then became involved with **ICE (Inner City Enterprise)** and **Connect** – both of which provide assistance to small businesses.

The Partnership's 1996-2000 plan proposed the establishment of an "employers' circle" through which new employment opportunities would be identified for the long-term unemployed.

Local Labour Clauses were set up for major developments.

Dublin Docklands Development Authority (DDDA) aimed for 20% of all new jobs/apprenticeships to be filled by local people. They established the needs of developers, interviewed local people for future jobs and trained them up to be able to fill the vacancies when they arose. Of 520 vacancies by end 1998, 95 had gone to Docklands residents.

Temple Bar and the HARP project also operated local labour clauses. 19 local people got jobs in the new hotel development in Smithfield.

Finglas/Cabra

Employer Liaison Officer follows up on people placed in employment, especially those distanced from the world of work, and serves as a point of contact for employers to raise any difficulties that occur.

Kimmage/Crumlin/Walkinstown/Drimnagh (KWCD)

Local employers constantly in touch with LES. Employers are more flexible than before and are prepared to train people themselves.

Northside

Employers' advice and recruitment service (EARS)

This is primarily a service to employers – to assist them to avail of employment supports, and encourage employers to employ the long-term unemployed through helping to match job vacancies to job seekers (who are long-term unemployed or at risk of becoming so). It is a **single interface** between employers and agencies who place job seekers. It will also assist companies in planning ahead to assess their skill requirements. *(This project is described in detail in Appendix 5).*

Expanding the Workforce is a programme involving 18 local employers to attract women returners. (see JobRotation under "work experience").

Employers are prepared to offer split shifts/staggered working hours to facilitate workers with family responsibilities.

Tallaght

The **URBAN** initiative requires employers to work with the Local Employment Service. LES working with employers to analyse the actual requirements of jobs rather than issuing standard job specifications that unwittingly exclude the long-term unemployed or other suitable job-seekers.

SCHOOL/BUSINESS LINKS

Ballyfermot

Schools Enterprise Programme

This programme includes assisting local schools to run the Applied Leaving Cert. and adjudicating finalists for the Young Entrepreneurs Programme in 1998.

Clondalkin

The **Schools Business Partnership Programme** was developed with South Dublin Chamber of Commerce. It matches companies with the six

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secondary schools in the area in order to instil in pupils an interest in the world of business. Companies also run mock interviews.

Dublin Inner City

The **Schools Business Partnership Programme** has been running since 1991 and 250 pupils are currently involved in it. The programme creates links between schools and businesses in order to encourage young people to develop to their highest potential. Activities include:

- work experience
- training in CV preparation and interview skills
- mock interviews and business presentations
- communication skills training
- mentoring programme
- Pathways through Education programme

Docklands

Schools programme links in with Leaving Cert. pupils and offers them work placements during summer months.

Finglas/Cabra

Introduction to Industry programme links with schools.

Tallaght

Schools Business Partnership Scheme run by Tallaght Chamber of Commerce.

WORK EXPERIENCE

Ballyfermot

European Youth Experience training for job placement

This placement is supported by the Partnership, FAS and IBEC – it targets 18-27 year olds in the local area.

It involves six weeks teaching of a European language and IT skills. Then participants work and study abroad for three months. Five local youths were selected to participate.

The Partnership links in with FAS, the Ballyfermot Resource Centre, Senior College, local employers and external trainers when delivering the programme.

Cost = £10,000 (1998).

Clondalkin

DEEP programme as in Ballyfermot. Run in 1996 and again in 1999. 11 participants each time. Of the 1996 group, 10 got jobs and one went on to further education/training

Finglas/Cabra

European Experience Programme

A language-training programme aimed at people in the 18-25 year old age group. 11 people are participating on this programme. There is home based language training as well as an overseas element.

Northside

Speedpak operates a factory in the open market and combines work experience with core skills and technical skills training. *(This project is described in detail in Appendix 5).*

The pilot JobRotation scheme run in conjunction with Aer Rianta provided twelve women with training, job placement and work experience. It is the first job rotation project to be piloted in Ireland (previously run in Denmark). Eight of the women went on to get jobs in Aer Rianta.

From a 'skills' perspective it aims to address two issues. Firstly to meet labour shortages by bringing unemployed people into the workforce and giving them meaningful work experience and training. Secondly, companies can upgrade the skills of their workforce without any break in production.

Tallaght

Springboard started in 1992 and is a **cross community**, cross border initiative involving people from acute areas of disadvantage, aged from 18 to 28. Participants are drawn from Tallaght and from both Protestant and Catholic communities in West Belfast.

The aim is to build the capacity of young people, therefore enhancing their employability, but also to develop citizenship and an appreciation of cultural diversity. The ethos of the organisation is that an equitable society can be achieved through supporting young people to become full stakeholders in their communities.

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Since 1992 Springboard has delivered 60 Wider Horizons training programmes funded by the International Fund for Ireland which has involved over 900 young people. These programmes have a three stage structure:

- initial training at home – helps to build co-operative relationships, self-confidence and skills
- international phase – individuals are involved in training, gaining practical work skills, experience independent living and cultural diversity
- final phase at home – individuals complete training and prepare action plans.

Outcomes to date – 90% of participants have gone onto employment or further training/education. In the last 2 years they have had a 100% employment record. 24 participants at a time (end 1999), course lasts 26 weeks.

GUIDANCE AND COUNSELLING

Blanchardstown

It has been suggested that personal development should be included as part of the individual advice and counselling services for clients of the Enterprise Service.

Dublin Inner City

Personal counselling provided as part of Return to Education course *(detailed in Appendix 5)*

Guidance service in Larkin Centre dealt with 232 people in 1998. Of these, over two-thirds (68%) had primary or lower secondary education only. A similar proportion (63%) were classified as long-term unemployed. There are needs within the client group that are not being accommodated within mainstream provision. The service recommends the development of a clearly-defined strategy focused on a programme of learning initiatives to help counter educational disadvantage coupled with skills training relevant to the labour market.

Finglas/Cabra

The **Guidance and Mediation Service** of the Finglas/Cabra LES is called Options. During 1998 there was a significant change in the presenting needs of clients. Previously many clients presented as difficult but it became clear in 1998 that most clients were difficult to work with. Typically, clients had an irregular, poor or non-existent work history, often coming from families who had a poor history of employment. This has serious implications for service provision. Individual clients will place additional demands on workers. Also, clients will take longer to move onto progression routes. Therefore, more innovative and focus group interventions will be required.

The provision of an onsite Counselling Service on a part-time basis (4 hours per week) was a response to the recognition that, for some clients, the main obstacle to progression was a personal problem or issue.

Southside

Choices in Shankill offers on-site counselling to participants in its programmes.

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Dublin
Employment Pact

The Dublin Employment Pact

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